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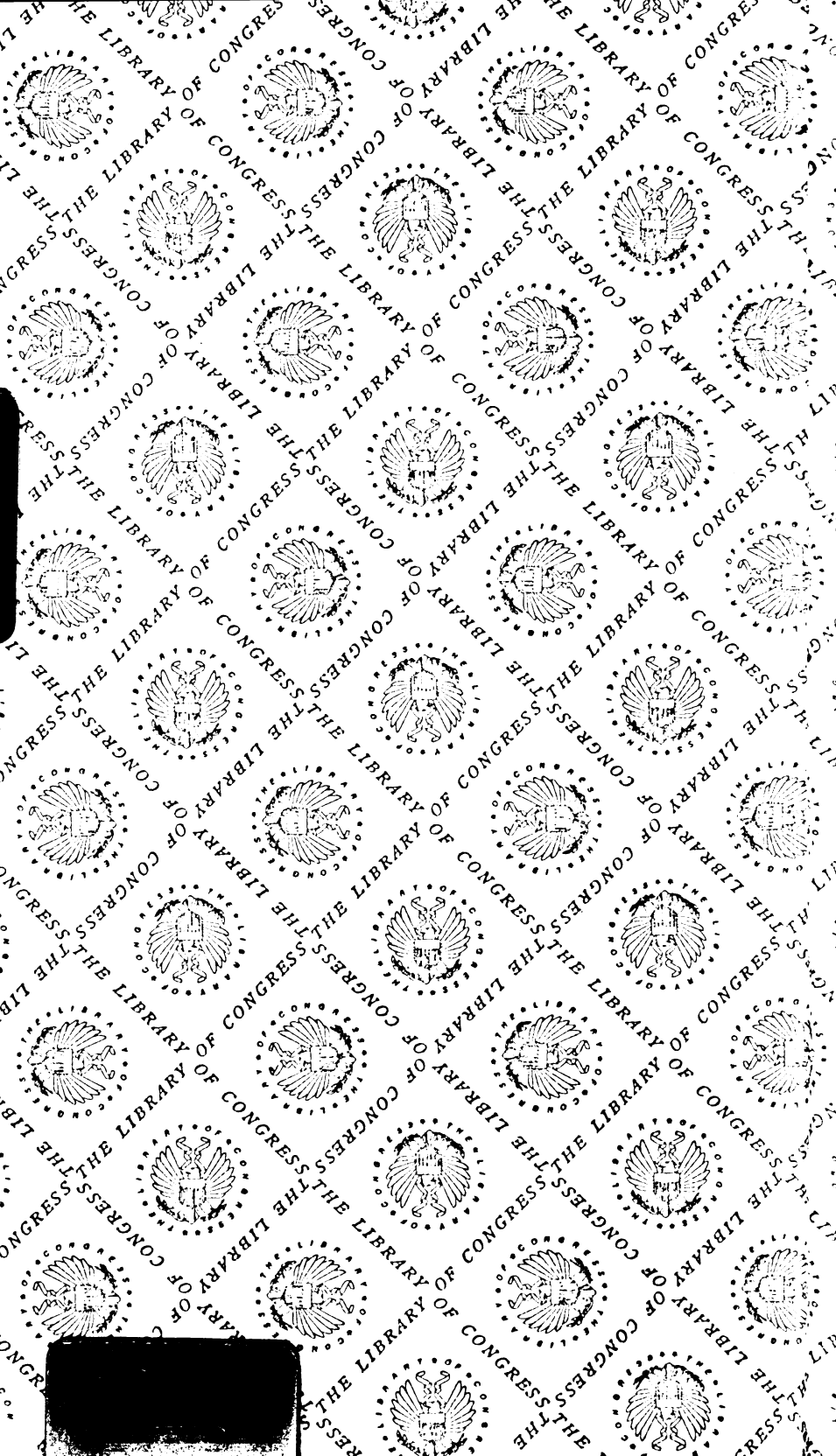
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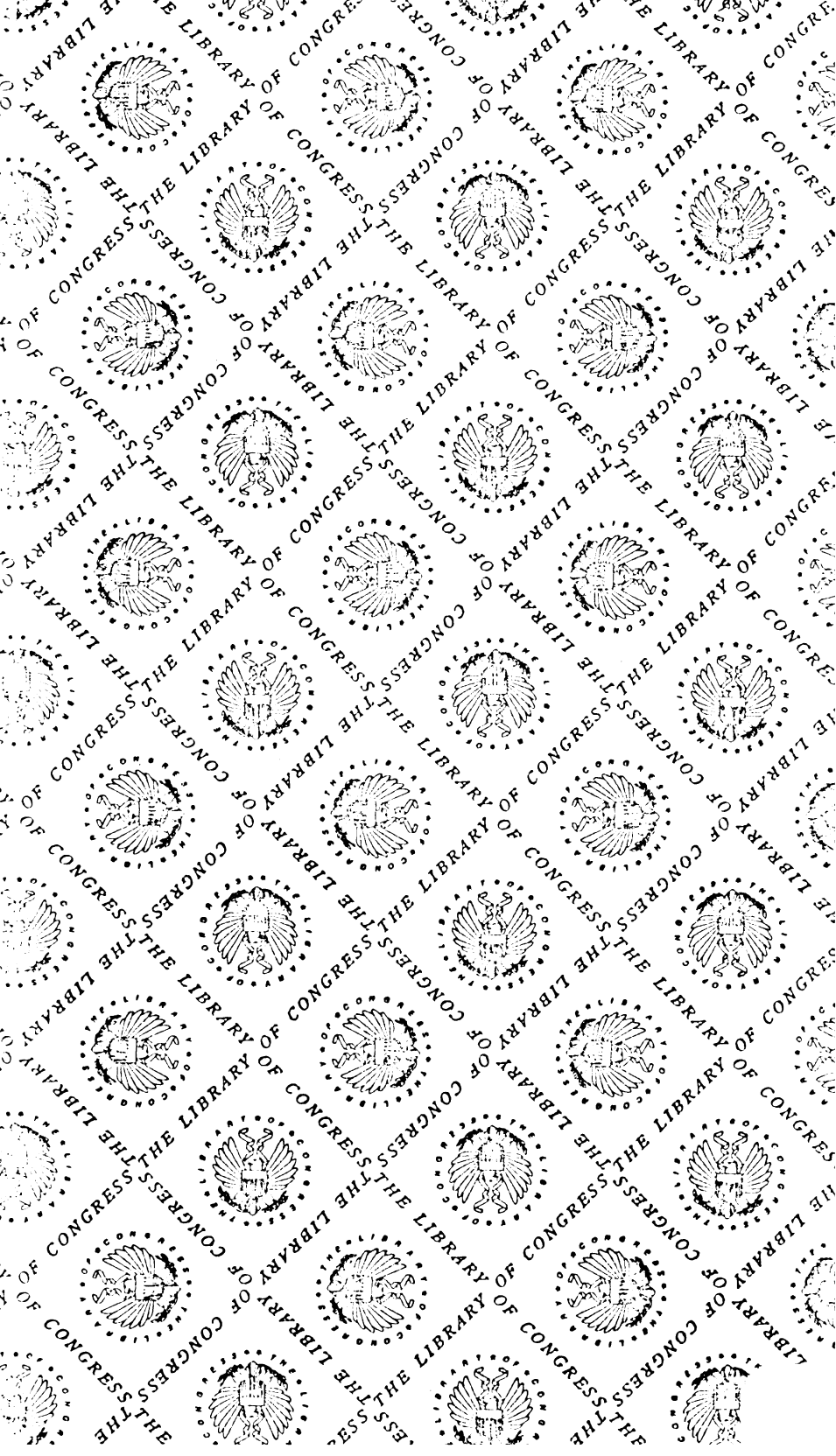
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# HEARINGS

BEFORE

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OF

## HOUSE COMMITTEE ON APPROPRIATIONS,

CONSISTING OF

MESSRS. BINGHAM, HEMENWAY, LITTAUER, LIVINGSTON, AND TAYLOR,

IN CHARGE OF

THE LEGISLATIVE, EXECUTIVE, AND JUDICIAL  
APPROPRIATION BILL FOR 1904.

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WASHINGTON:

GOVERNMENT PRINTING OFFICE.

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LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION  
BILL, 1904.

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HEARINGS CONDUCTED BY THE SUBCOMMITTEE, MESSRS. H. H. BINGHAM, J. A. HEMENWAY, L. N. LITTAUER, L. F. LIVINGSTON, AND G. W. TAYLOR, OF THE COMMITTEE ON APPROPRIATIONS, HOUSE OF REPRESENTATIVES, IN CHARGE OF THE LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL FOR 1904, ON THE DAYS NAMED.

WEDNESDAY, *December 3, 1902.*

LIBRARY OF CONGRESS.

STATEMENT OF MR. HERBERT PUTNAM, LIBRARIAN OF CONGRESS.

The CHAIRMAN (Mr. Bingham). First, Mr. Putnam, in what field has your Library during the past year extended its usefulness?

Mr. PUTNAM. There has been a normal increase in the number of readers actually dealt with on the premises. I say normal; the recorded number of readers in the main reading room has increased by about 8,000—

Mr. BINGHAM. Over the sum total?

Mr. PUTNAM. Yes, sir; it has increased from 112,000 to nearly 120,000. That is merely the recorded number of readers in the main reading room. The use of the periodical reading room and of the special divisions of manuscripts, maps, music, and prints has increased concurrently with the periodical room, but in disproportion. There we have seats for over 200 readers, yet in the evenings people are actually standing. There are magazines and newspapers of general character, but there are also technical and scientific journals, and the scientific and technical journals are very largely used. During the past three months the Library has been opened on Sunday afternoons and evenings from 2 o'clock until 10 o'clock, and the use there has exceeded, not merely per hour, but, taking that period of eight hours as the Library day, has exceeded the use of the ordinary secular day.

Mr. BINGHAM. You regard the Sunday opening as a success?

Mr. PUTNAM. As a great success.

Mr. TAYLOR. Does this increase apply to general readers or specific readers?

Mr. PUTNAM. So far as we can test the use, the use is more serious on Sunday than ordinary days, because more people are able to go there who on secular days are engaged in the departments or in other work, and they call for technical material, scientific material, historical material, and material in regard to political and social science.

Mr. LITTAUER. The 8,000 additional readers referred to would include those who read on Sunday?

Mr. PUTNAM. No, sir; those were the statistics of growth for the last fiscal year. It would be much larger this year, when we shall have had the Sunday use. This direct use on the premises is the use to which we can point out as current. The usefulness of the Library has advanced in several directions which concern the libraries of the country and members of the learned professions and investigators. In the case of the libraries of the country we have done two things which affect them very intimately. One is the publication of bibliographical lists, which are reference lists upon topics of concern to the public; and the second is the distribution of our printed catalogue cards.

Mr. BINGHAM. Have you started in on that?

Mr. PUTNAM. Yes, sir; we began last November.

Mr. BINGHAM. Your present clerical force does that?

Mr. PUTNAM. We have had to arrange for it by detail until we could get a provision.

Mr. LITTAUER. That is November, 1901?

Mr. PUTNAM. Yes. The first eight months, until the close of the last fiscal year, were in the nature of an experiment. This is a project for centralizing here the work of cataloguing this material and making the result available to other libraries, so as to save them expense and duplication of work.

Mr. BINGHAM. Where is the expense—in the distribution?

Mr. PUTNAM. The expense comes in this: In the first place, in the printing of extra copies of the cards for the distribution.

Mr. BINGHAM. However, your printing does not come out of this bill?

Mr. PUTNAM. No, sir. There is the printing of the cards, the stock, the handling of the applications, the distribution, and the sorting and selecting out from the cards for distribution.

Mr. BINGHAM. They go through the mails free?

Mr. PUTNAM. Yes. Now, we make a charge for these cards against those to whom they are distributed, a charge which will cover the cost less 10 per cent. We charge 2 cents for the first copy of each card and one-half a cent for each additional copy of that same title. Libraries need additional copies to cover subject entries in their catalogues.

Mr. BINGHAM. How often do you issue this publication?

Mr. PUTNAM. They are not bulletins. They are these cards, each card constituting a complete author entry for the book, and suggesting at the bottom the subject entries which should appear in any card catalogue of subject and author.

Mr. LITTAUER. How many libraries do you supply?

Mr. PUTNAM. Two hundred and fifteen libraries are now actually subscribing. The significance, however, of the subscription lies in the fact that these 215 include libraries of every type, so that this distribution—

Mr. BINGHAM. Do college libraries also take these?

Mr. PUTNAM. Yes; Yale University, Princeton, Harvard, etc.; both small libraries and large libraries.

Mr. LITTAUER. Does any other library do this or similar work?

Mr. PUTNAM. No; there is no library in the world which can do it as the Library of Congress, for this reason, that we are getting every

book copyrighted under our copyright law; we are getting other books by purchase, gift, and exchange to a very large number now, and we have an existing collection of three-quarters of a million of volumes net which we are recataloguing in this form, that is properly cataloguing them, as they have never been properly catalogued. Now, the area of literature covered by these cards will be, therefore, greater as concerns American libraries than would be possible in any other library in the world.

Mr. HEMENWAY. The result of the adoption of this card is that other libraries in the country who are ordinarily familiar with this can use similar cards?

Mr. PUTNAM. Yes, sir; we have been in consultation with experts in the whole profession, and we have adopted a standard-size type and all that tends to uniformity, and now, through a provision which Congress has given which enables us to have an expert force, we are able to say to Harvard College and these other institutions who may be cataloguing or recataloguing in a scientific manner, "You may take our work and put confidence in it," and they have decided that they could do so.

Mr. BINGHAM. What was the amount of the fees you have received for this?

Mr. PUTNAM. Our pay roll this month, covering actually this month, is at the rate of about \$4,900 a year. This is precisely the sum we have asked for next year.

Mr. BINGHAM. I mean what is your income from this?

Mr. PUTNAM. The income is at the rate of about \$200 per month——

Mr. BINGHAM. What do you do——

Mr. PUTNAM. I beg your pardon, it is more than that. It is about at the rate of \$8,000 a year.

Mr. BINGHAM. What do you do with that fund?

Mr. PUTNAM. That by provision of law of the last sundry civil bill is covered into the Treasury. Now, the reason I ask for the provision for this year is merely that the subscriptions we receive covering the cost are covered into the Treasury.

Mr. BINGHAM. What benefit is that card to the Harvard University Library?

Mr. PUTNAM. It would give Harvard University a catalogue entry the material for which as represented by one of these cards if done by itself would cost from 25 to 35 cents. That is the average cost.

Mr. BINGHAM. I do not mean that; I mean what benefit would it be at the Harvard library to know that such and such a publication according to that catalogue is in the Library of Congress?

Mr. PUTNAM. Harvard University gets from us only the cards that correspond to the books which it has itself and is getting, so that this entry in its catalogue will represent not merely books in the Library of Congress but books in the library of Harvard University.

Mr. LITTAUER. How are these libraries informed in regard to these cards?

Mr. PUTNAM. We issue proof slips of these titles as we print them. These slips are sent to these subscribing libraries, and they check off upon them the titles of the books which they are getting or have in their collection, for which they wish cards. These come back to us as an order. Every library can do as Northampton is doing now. There is a collection of 80,000 volumes for which they wished a cata-

logue, and they are going to catalogue there entirely by the Library of Congress cards. They are waiting until these cards gradually appear, and as they appear they subscribe for them. Mr. Cutter, in charge of that library, one of the oldest librarians in the United States and a veteran in all these technical matters, is content with the entries made by us, and depends upon us to furnish his card catalogue. We get up an index of our existing stock in the form of cards which is sent to these libraries, so that a library wishing to recatalogue its existing collection can go through that index and see what cards we have printed covering books in its collection, and order from that.

Now, it is difficult, without giving the history of the proposals for such work in the past, to make evident what this means. The idea has been in the minds of librarians for several generations of a central bureau for doing this work because of this 25 to 35 cents which it costs each library when the work is repeated over and over again. We can supply a set of cards of author and subject entry for all the subjects that the average book requires for 4 cents. Now, the difference in cost represents the saving to the library through the use of our cards. At the library meeting last June at Magnolia, where there were a thousand delegates from all over the country, you would have found that this distribution of the catalogue cards and the saving of expense and the efficiency of the system came into the programme at every point. It has even been commented upon in Italy, and the foremost librarian of Italy has laid the whole subject before the Italian minister of public instruction as being the foremost project in library administration to-day.

Mr. BINGHAM. Have you covered now wherein you consider the increased usefulness of the library has been during the past year?

Mr. PUTNAM. Yes, sir; but I should add and shall have to continue to add for the next three years that the greatest effort at present must be to make up the arrears of work in reclassification and recataloguing, the proper cataloguing, of the present collection as a preparation for the large service of the future.

Mr. BINGHAM. It will take how long?

Mr. PUTNAM. I estimated when I began this reclassification that it would take 91 persons five years. We reached that maximum only the past July, yet we have done considerable work in both reclassification and recataloguing; and I should think it would take between three and four years more.

Mr. BINGHAM. With the same force?

Mr. PUTNAM. Yes; with the same force. I do not ask for any increase of cataloguers. The only increase of force I ask this year is the force in the copyright office, which business goes on and increases more or less year by year and which is self-supporting, and five stenographers—two in my office, three in other divisions of the Library where we have no provision of law for taking care of the correspondence.

Mr. BINGHAM. Has the Library Committee of Congress or Congress in any way extended your field of usefulness or made any change in the law?

Mr. PUTNAM. As far as readers are concerned, no; I am not aware of it.

Mr. BINGHAM. There is no legislation of Congress which increases in any way your field of what you might call a distribution for reading?

Mr. PUTNAM. No, sir; but the general provision of law which authorized the Librarian (when the Library was opened in that building) to make rules and regulations for the government of the Library implied apparently that the Librarian may proceed to extend the usefulness of the Library where it is possible to do so with due recognition of the primary duty to Congress and the safety of the collection.

Mr. LITTAUER. Has that distribution about the city of Washington increased in the past year?

Mr. PUTNAM. We do not issue books to the ordinary residents of Washington. We may occasionally, when an investigator asks for a book over night or for a couple of days, a book which he can not usefully handle in the Library, issue it to him by a special permit, having satisfactory security for its return. We have also issued books to members of the press gallery at the Capitol.

Mr. LIVINGSTON. Why do you want two stenographers in your office?

Mr. PUTNAM. The correspondence in my office is naturally very considerable.

Mr. LIVINGSTON. But how can you use two?

Mr. PUTNAM. We do now daily use two.

Mr. LITTAUER. His statement here shows that there were over 16,000 letters daily handled in the Librarian's office.

Mr. LIVINGSTON. Do you mean you have relays?

Mr. PUTNAM. No; we are using two right along by detail from the reading room.

Mr. LIVINGSTON. Who uses them?

Mr. PUTNAM. I use them and my secretary uses them. We keep two steadily at work chiefly on correspondence.

Mr. LIVINGSTON. That is typewriting?

Mr. PUTNAM. It is stenography and typewriting. We dictate to them both myself and my secretary.

Mr. LIVINGSTON. Practically no head of department or chief of division have two stenographers in their offices.

Mr. PUTNAM. I suppose that is because in the large departments most of the correspondence is actually handled in the particular divisions, and that the chief executive simply attaches his signature.

Mr. LIVINGSTON. I thought that was the same case here?

Mr. PUTNAM. The minimum requirement of my office from the experience of the past two years is two people constantly at work to take dictation, to do the typewriting, etc.

Mr. LITTAUER. This work is now going on by detail from other service?

Mr. PUTNAM. Yes, sir.

Mr. LITTAUER. Is this an increase of salary you ask for them?

Mr. PUTNAM. I should not expect to retain both the present people. I should have to have a new one at \$1,000, and in the case of the other one it is an increase. The other one has come only temporarily. She was used by the Industrial Commission, where she was receiving \$900 some time ago.

Mr. LIVINGSTON. What is the name?

Mr. PUTNAM. Miss Jessie Farnum. She is highly expert.

Mr. LITTAUER. Now, as to those you want in the divisions.

Mr. PUTNAM. By detail one is now receiving that sum; simply detailed from another division just to help out temporarily, and for the other two we want new people.

Mr. TAYLOR. Why do you make a difference in these salaries?

Mr. PUTNAM. Because the work in my office requires some qualifications which are not requisite, I think, for the work of a particular division. In the absence of my secretary one of these stenographers has to be in charge of the office and in charge of the files.

Mr. TAYLOR. I asked that because I do not wish to see a difference of the rate between stenographers—

Mr. PUTNAM. No; I think the requirements are different; there is the confidential character of the work, involving charge of the records. Also, they have to meet the public, which none of the other stenographers do.

Mr. BINGHAM. In your general administration, according to your exhibit, of which you have handed here an abstract, you ask \$4,700 as compensation for five stenographers and typewriters. Do you consider them essential?

Mr. PUTNAM. I do.

Mr. BINGHAM. In the copyright office you ask for an increase of nine, at a compensation of \$9,020; are you behind in your work in the copyright office?

Mr. PUTNAM. The copyright office in a certain part of its work is up to date, because it has given precedence to that. In another part of the work it is behind in the current work, and it has still a great arrearage left over from the period prior to 1897. We have been able to arrange by years the old deposits to the number of over 200,000, which had not been yet arranged when I began to ask this increase of force. There are a million of articles in the custody of the copyright department, articles over and above what are in the library proper, and among them is a large mass which remains unarranged.

The material prior to the year 1897 was never adequately indexed. Now calls are constant from owners of copyrights for an identification of a particular entry. We have not those earlier entries indexed. Three of these nine people would be engaged in this indexing; two would be engaged with the mail, which has reached huge proportions now—over 160,000 articles a year and over 80,000 letters—and the others would be distributed among the other divisions.

Mr. LITTAUER. What is the necessity of having a chief of the correspondence division?

Mr. PUTNAM. We have a force there classified in several divisions, each of which is responsible for a certain type of work. We have an application division, an index division, a cataloguing division, and a correspondence division.

Mr. LITTAUER. Are there chiefs of all these divisions?

Mr. PUTNAM. There are chiefs of all these divisions with the exception of the correspondence division, who remains at a lower salary than the others, yet who has considerable responsibility. He has ten people working under him. He is a highly trained man; not merely a well-educated man, but one specially trained. He was trained in library work and has also had the training of some years' handling of business which makes him highly efficient. He is getting only \$1,600, whereas the men at the head of the other divisions are getting \$1,800, and the registrar accordingly recommends he be advanced.

Mr. BINGHAM. Is the increase in the copyright division normal or unusual?

Mr. PUTNAM. The increase in the work is about normal now. It lapsed for the year after 1900, because of the great activity during and subsequent to the Spanish war, but it now remains about normal.

Mr. BINGHAM. What is the revenue now from that office?

Mr. PUTNAM. About \$65,000 this past year.

Mr. BINGHAM. What was it the year before?

Mr. PUTNAM. It was pretty nearly the same; I think about \$63,000; I know it was in the sixty thousands. Our expenses have been thus far fully within the income, and if the charge for the expense of bringing up the arrearage, which ought not to be charged to current expenses of the office, were deducted, it will be far within, without increasing the receipts next year.

Mr. BINGHAM. Eliminating the arrears of work, your copyright division paid a revenue?

Mr. PUTNAM. Yes, sir.

Mr. BINGHAM. Is there any necessity for any increase of salary to any one of your force?

Mr. PUTNAM. These increases which I have recommended are increases which, with two exceptions, I have noted, I have recommended for the past three years. They are in the nature of readjustments of salaries of certain people to accord with the salaries paid certain other people for doing no more responsible work.

Mr. LITTAUER. But the increases recommended in past years were partially granted?

Mr. PUTNAM. Yes; they were partially granted, thus constituting what these employees think one more claim for them for the reason that their case stands on just the same basis as those which have already been favorably dealt with. There are two chiefs of divisions, bibliography and maps and charts—

Mr. BINGHAM. The request for the increase, as I see in the explanatory statement, you predicate upon an equalization?

Mr. PUTNAM. Yes, sir. Of course, I am pressed by individual employees and chiefs of divisions to recommend increases of salaries. I have here a list of 117 positions in the Library which pay now \$720 or less a year to the incumbents, and many of these incumbents are supporting children or mothers or brothers or sisters on these salaries, and some of those are experts—that is, they have had special library training. I should be delighted, Mr. Chairman; if it were possible to put these people at salaries which would bring up their compensation to a level with those paid in the Executive Departments. We have people receiving \$500, \$600, and \$700 for doing work which in the Executive Departments would be rated at not less than \$900. But I feel this very strongly, that our gross expenditure is very considerable, and we can not take a person here and there and increase the salary. We must determine a fair compensation for each grade of work, and if we are going to regrade the compensation we must do it by regrading the work. I am constantly pressed by recommendations for increase, but I have had to say to my chiefs of divisions, "We are having to ask for an increase in force and an increase in the purchasing appropriation, and I must limit my recommendation for increases of salary to those which will simply equalize the existing organization."

Mr. LITTAUER. Last year we gave you an increase for the chief of the division of bibliography, and also, I believe, for the chief of the division of maps?



Mr. PUTNAM. You increased each \$500.

Mr. BINGHAM. In your Sunday and holiday service you want to change the existing law, leaving the discretion to you. Do I understand that to be your plan?

Mr. PUTNAM. No; I did not mean to have that read that way if it does read that way. My purpose is solely to be allowed to use the appropriation for Sunday opening and for the opening of the Library on some of the holidays also within my discretion.

Mr. BINGHAM. That is simply as to the expenditure of the \$10,000 a year, and no discretion on your part as to the days and hours of opening?

Mr. PUTNAM. It is as to the days. We wish to have authority to open the Library on certain legal holidays in so far as by test it may seem to be expedient.

Mr. HEMENWAY. Now you are limited to Sundays?

Mr. PUTNAM. Yes, sir; in spending this \$10,000. But there are certain holidays, such as Thanksgiving or Washington's Birthday, when it might be advisable to open the Library, when it would not be advisable say on Christmas or the Fourth of July.

Mr. LITTAUER. Are there other large libraries open on legal holidays?

Mr. PUTNAM. Yes.

Mr. LIVINGSTON. How could you open that on Sundays and holidays without an increase?

Mr. PUTNAM. We have had but one year's experience of the appropriation, but I am using it very sparingly. I did not open at all until the 14th of September, because of the deadness of the summer, and my impression is that I can carry all of it on for \$10,000.

Mr. BINGHAM. Your proposition only extends to the holidays?

Mr. PUTNAM. That is all, sir.

Mr. LIVINGSTON. Suppose all the clerks on one of these holidays wanted a holiday, what would you do?

Mr. PUTNAM. Precisely as we do on Sundays. We do not require and we do not permit anybody to work on Sunday except upon a petition to be permitted to work for the sake of the extra pay.

Mr. BINGHAM. The next item is, "For service in connection with the distribution of the card indexes and other publications of the Library, \$4,900."

Mr. PUTNAM. We have not any provision at present. This is simply a reimbursement.

Mr. LITTAUER. Why do you put in the words "and other publications?"

Mr. PUTNAM. Because there are some other publications it may be wise to make a charge for and distribute directly instead of having them distributed through the superintendent of documents. The people handling the card indexes could handle these. We issue bibliographical lists and—

Mr. LITTAUER. This is a pretty wide door.

Mr. PUTNAM. It does not authorize us to publish anything more, and I am perfectly willing to have that stricken out as far as the present purposes are concerned, but I put it in because it may be more convenient that we should handle that work rather than the superintendent of documents. The inclusion of "other publications" is not essential at all for the present service. This sum is simply a reim-

bursement to the library of the expense of getting out these extra copies and distributing them, which is charged now to the general appropriation and the allotment for printing and binding. We are not able to use the subscriptions which come in, and this is to cover the amount, at least so far as the service is concerned, of these subscriptions on the basis of their present amount.

Mr. LITTAUER. The work itself will probably pay a profit?

Mr. PUTNAM. In the end I should hope it might help to reimburse the cost of cataloguing. At present we are covering expenses of the extra copies and the distribution, and this is simply a provision in lieu of it to permit us to use our subscriptions directly for our work.

Mr. BINGHAM. Then, as I understand, this work of the card indexing and other publications in connection with the distribution service you are now doing out of your present appropriation?

Mr. PUTNAM. Yes, sir; and our present allotment for printing and binding.

Mr. BINGHAM. And this is to give you a subordinate force to perform that work?

Mr. PUTNAM. This is not a new authority. The authority to distribute the card indexes was given in the last sundry civil bill, only it did not carry a provision for service.

Mr. HEMENWAY. You turn the money into the Treasury?

Mr. PUTNAM. Yes, sir.

Mr. HEMENWAY. You turn more money into the Treasury than this amounts to?

Mr. PUTNAM. Yes.

Mr. BINGHAM. Come to the next item, "For the preparation of an index to comparative legislation, including subscription to and purchase of publications and other necessary material, and for traveling expenses, transportation, stationery, postage, and all services and incidental expenses connected with the compilation of such index, \$28,000." What do you mean by "comparative legislation?"

Mr. PUTNAM. The legislation of various countries.

Mr. BINGHAM. In the line of the publication you recently issued on the "trust" question?

Mr. PUTNAM. No, sir; that was a reference list of public books or articles on the "trusts," a bibliographical list. This would be an index of what the legislative bodies throughout the world were enacting on a particular subject. For instance, in regard to emigration or immigration or subsidies or bounties or taxation or the elective franchise or any of the multitude of subjects of which a very large number of course concerns Congress.

Mr. BINGHAM. It becomes, then, an encyclopedia?

Mr. PUTNAM. It would group together and offer a guide of what the various countries were enacting into law with regard to these various subjects, and it would treat them as subjects.

Mr. BINGHAM. Just a word, briefly. Take the question of divorce. As I understand, this catalogue would be a volume or volumes of the legislation of the world covering the question of divorce.

Mr. PUTNAM. It would not attempt to reproduce the statutes. It would be a guide to the statutes and a summary of the statutes; not a reprint of the statutes.

Mr. LITTAUER. It would be a catalogue?

Mr. PUTNAM. It would offer in a bulletin each month an index of

the most recent laws from which information could be secured. The State library at Albany issues such an index of the laws passed by the several States of the United States. It takes all the laws enacted and it indexes them so that the legislator in that State or any other State or the investigator can know just what each State legislature enacted concerning a particular question. It analyzes the governors' messages, also, and every once in a while it gives a résumé of all the legislation of the States which bears upon a particular question, so that the significance of a particular statute, if an important statute, on that subject would appear by comparison. That is why the term "comparative legislation" is used. Now, the New York State library can not cover the countries of the world, and the Library of Congress is the only library that can do it, for the reason we have here and are in the way of getting most completely the printed material and information and the statutes themselves.

Mr. LITTAUER. Is not this an unlimited field for appropriation, would it ever end?

Mr. PUTNAM. If it were not kept up currently it would be of no use.

Mr. LITTAUER. Would you not have to keep continually amending the publication?

Mr. PUTNAM. Yes, sir; it would have to be a monthly bulletin with an annual summary, cumulative, perhaps, from month to month. It would have to be kept up currently or it would be of no use, and if this undertaking should be entered upon it must be done, in order to become a complete undertaking, by somebody who—

Mr. LITTAUER. Have you in any way entered upon this work?

Mr. PUTNAM. No, sir.

Mr. LITTAUER. It is entirely new legislation submitted for Congressional action?

Mr. PUTNAM. Yes. I have submitted it for this reason: In the first place, because the claim for such a work has been advanced by people who were using the index to State legislation prepared at Albany, and found it of great use, and they seem to think it a most important thing that it should be extended to cover all countries; and second, because as a natural corollary to that it would seem to them it should be undertaken at Washington at the Library which alone of all the libraries is receiving this material from all countries.

Mr. LITTAUER. I do not suppose it is possible to make any estimate of expense in connection with this?

Mr. PUTNAM. I assume there would have to be a man at the head, with a salary of \$3,000, as a general administrator; that there would have to be three or four men, one to take care of Great Britain and her colonies, two for the continent of Europe, and one for South America, who should be scientific experts and who would receive, say, \$2,000 each. They would also have to have translators and in addition to—

Mr. LITTAUER. Where do you get these publications?

Mr. PUTNAM. These publications come in part through the international exchanges and in part from the special exchange; but, of course, a good deal of the material is duplicate, for cutting and pasting would have to be subscribed for. I have provided for that in the phraseology. I think that the expense of the expert service would come to perhaps \$16,000 or \$17,000 a year.

Mr. LITTAUER. This coming year?

Mr. PUTNAM. Supposing the work should be started in full. Then there is the expense of the purchase of some material and the equipment, and the expense of getting into communication with the people who will have to be reached, in person to some extent, who are keeping in touch with what is going on in legislation in the centers of civilized countries, such as London, Paris, Berlin, etc. I have put this as entirely a separate matter from the general routine of the Library administration. I have done it because it seems to be a project which has more or less claim upon us from the fact we have more or less material at the Library of Congress, and also from the fact that we are a legislative library. Congress has called upon us often for information which we have been unable to furnish. We have not had at all times the right material and there is no complete index to what exists. Where there is an inquiry we have to set a corps of people at work. It is a greater expenditure to look up such matter specially than to have the work done in advance systematically. This work, if taken up, ought to be taken up efficiently, so that these indexes would be authoritative and could be used by the legislator, the investigator, and the student.

Mr. BINGHAM. To return to the item, "For service in connection with the distribution of the card indexes and other publications of the Library," when did you commence this?

Mr. PUTNAM. We began it last November and we have been detailing people on it. May I hand you a memorandum of a few questions which such an index would cover and which are constantly coming up in Congress, irrespective of those which would interest a theoretical investigator?

#### INDEX TO COMPARATIVE LEGISLATION.

[Memorandum.]

Some examples of subjects of foreign legislation of concern to Congress:

Taxation in all branches.

Revenue, customs and internal; tariffs.

Subsidies and bounties.

Finance; currency, banking, etc.

Weights and measures.

Commercial regulations; navigation.

Railroads.

Telegraphs.

Postal systems.

Public franchises generally.

Corporations, regulation of.

Public health, e. g., pure-food laws, meat inspection, quarantine laws.

Immigration and emigration; naturalization, extradition.

Labor legislation: Arbitration (e. g., New Zealand laws); coal mines; factory inspection.

Elective franchise.

Pensions.

Census.

Patents, trade-marks, and copyrights

Colonial questions: Regulation of religious orders; tenures.

Irrigation.

Forestry.

Protection of magistrates.

Mr. LITTAUER. This will eventually become a division of the Library if we give the authority?

Mr. PUTNAM. I should think so.

Mr. LITTAUER. You are not ready to formulate any set of salaries or designate any in particular?

Mr. PUTNAM. The first year would have to be an experiment. I

have given some of the salaries. I have not figured on the subordinate service.

Mr. LITTAUER. Do you understand it will be a smaller expense in the future?

Mr. PUTNAM. I think a minimum of \$20,000 after the necessary material had been gathered would be necessary.

Mr. TAYLOR. You estimate it would cost about \$20,000 a year?

Mr. PUTNAM. Yes, sir.

Mr. TAYLOR. What do you think the value would be—hardly calculable?

Mr. PUTNAM. I do not see how you can calculate the value. In the matter of dollars and cents you would have the saving of special investigations. Congress appoints innumerable commissions. Now they are to investigate and report. There is hardly one of those commissions that does not institute an investigation into the legislation of various countries. Now, that means an expense. If all the legislation of the world could have been systematically deposited in this way and currently indexed, each of the commissions which you appoint to investigate a certain subject would have its material at hand. They would simply refer to us for that information in regard to that subject. Now, you can not estimate how much you are spending from time to time in such work of special investigation, but it is a very considerable amount and I do not believe \$20,000 a year spent in this systematic way year by year would be as large an amount as you are spending in the aggregate for special investigations, and here it would be prompt at hand.

Mr. LITTAUER. And to the individual legislator and investigator it would give him at least an index to legislation in other countries; for instance, in regard to the capitalization of corporations in Germany. Now, how would he go to work to find that out?

Mr. PUTNAM. Exactly. There is no complete present index to the legislation either on corporations, or commerce, or railroads, or the postal service, or the elective franchise, or any of those subjects.

Mr. BINGHAM. Come to the next item of increase—for the purchase of books. I see you ask an increase of \$20,000.

Mr. PUTNAM. That is in conformity simply with the recommendation of the past few years.

Mr. BINGHAM. Have you anything special to state in regard to it?

Mr. PUTNAM. I think any librarian who knew the condition of the Library of Congress would say I have been very conservative in the last few years in respect to appropriations for purchase. I started with a request for \$50,000 only, saying it should be \$100,000 a year right along, beginning with the following year, and you have been gradually increasing it. But it is as yet only \$80,000, and I do very urgently desire to get it up to \$100,000. We are now buying the miscellaneous useful books. We are not indulging in luxuries; we are not doing what libraries of our type occasionally do—buy special collections and private libraries suddenly thrown upon the market. The Library of Nauberry buys the Bonaparte collection on philology for \$20,000 or more. The John Crerar Library, of Chicago, buys the Milne Edwards collection on zoology, which is an extremely valuable collection, for \$20,000. We are not doing anything like that. We are spending this money in specific items; we are only buying miscellaneous useful books.

Mr. BINGHAM. Have you heretofore expended all the appropriation?

**Mr. PUTNAM.** Yes, sir; we have already spent over \$50,000 out of this year's appropriation. May I point out the phraseology in regard to the increase of the Library? The committee will notice that whereas heretofore appropriations for books and for periodicals have been separate, I have consolidated them. That is simply for convenience; and I have reduced the description to the phrase commonly used, which is, "For the increase of the Library." I have added the recommendation I made last year, that it be made continuing. But, Mr. Chairman, I understand that there is a policy involved there against the expediency of continuing appropriations, and I should not like to ask this committee to waive that policy in the case of the Library, although I think in the case of this appropriation it would be a particular convenience. Therefore I withdraw that recommendation.

I have one suggestion to make in regard to the increase of the Library. There is material in the various departmental and bureau libraries which is entirely unnecessary for their use and which they ought not to attempt to administer, and some of that would be useful in the Library of Congress. This is my suggestion:

The head of any executive department or bureau, or any commission of the Government, is hereby authorized from time to time to turn over to the Librarian of Congress, for the use of the Library of Congress, any books, maps, or other material in the library of the department, bureau, or commission no longer needed for its use and in the judgment of the Librarian of Congress appropriate to the uses of the Library of Congress.

Any books of a miscellaneous character no longer required for the use of such department, bureau, or commission, and not deemed an advisable addition to the Library of Congress, shall, if appropriate to the uses of the free public library of the District of Columbia, be turned over to that library for general use as a part thereof. There may also be turned over to that library any books already in the Library of Congress which the Librarian of Congress deems unnecessary for further use therein.

There is material in these bureau libraries which has accumulated in times past when they were buying miscellaneous books which might be useful in the library of the District. There are a few copies of books in the Library of Congress which we could turn over to the library of the District. Now, I suggest that authority be given for this purpose in the line of the memorandum which I have read to you.

**Mr. BINGHAM.** Have you anything else to submit?

**Mr. PUTNAM.** No, sir.

THE LIBRARY OF CONGRESS,  
OFFICE OF THE LIBRARIAN,  
Washington, December 3, 1902.

**SIR:** *Card indexes.*—At the hearing this morning you asked when the distribution of the card indexes had begun. As I stated, it began in November, 1901. The authority for it as an undertaking of the Library of Congress was granted only by the sundry civil bill, effective last July. The distribution prior to that time was technically a distribution, not by the Library of Congress, but by the Public Printer, under the general law which authorizes him to take subscriptions for Government publications. The subscriptions were received in his name and turned over to him.

The extra copies of the cards requisite were, of course, furnished by his office (the branch thereof at the Library building).

The force to handle the distribution was, and is still, secured only by the detail of several assistants from the catalogue division and by the use to a small extent of the appropriation for temporary, special, and miscellaneous service.

The distribution was begun last November, because the time was then ripe for a proof of its possible efficiency. The first eight months were experimental and a necessary preliminary to a request for formal authority in the Library to the carrying on of the work and for a definite estimate of the expense involved.

As to the latter, however, our estimates call for no expenditure by the Government. The amount asked for this service will be more than equaled by the subscriptions received and covered into the Treasury.

*Index to comparative legislation.*—I shall avail myself of your suggestion and forward to-morrow a more specific statement than was possible at the hearing.

*Transfer of books.*—For the sake of more formally bringing it before the committee I beg to repeat in this communication the recommendation which I submitted at the hearing as to the transfer of certain books and other material between the libraries of the departments or bureaus, the Library of Congress, and the library of the District of Columbia. It is as follows:

The head of any executive department or bureau or any commission of the Government is hereby authorized from time to time to turn over to the Librarian of Congress, for the use of the Library of Congress, any books, maps, or other material in the library of the department, bureau, or commission no longer needed for its use and in the judgment of the Librarian of Congress appropriate to the uses of the Library of Congress.

Any books of a miscellaneous character no longer required for the use of such department, bureau, or commission, and not deemed an advisable addition to the Library of Congress, shall, if appropriate to the uses of the Free Public Library of the District of Columbia, be turned over to that library for general use as a part thereof. There may also be turned over to that library any books already in the Library of Congress which the Librarian of Congress deems unnecessary for further use therein.

Very respectfully,

HERBERT PUTNAM,  
*Librarian of Congress.*

Hon. HENRY H. BINGHAM;

*Chairman Subcommittee on Appropriations,  
House of Representatives, Washington, D. C.*

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THE LIBRARY OF CONGRESS,  
OFFICE OF THE LIBRARIAN,  
*Washington, December 4, 1902.*

SIR: May I submit a special plea for the increases of salary recommended? They were hardly touched upon at the hearing.

They affect in all but 12 out of a force of 289 present employees. They aggregate but \$3,600 upon a total pay roll of \$297,000. They are for equalization, to complete the organization as I submitted it three years ago. A certain portion of the inequalities then described have been remedied. These few remain. I earnestly hope that they may be remedied this year.

The general justice of the increases rests upon equalization. But there is also some peculiar individual claim in nearly every case.

As to the chiefs of division and the first assistants in general, I need not repeat the explanations given at former hearings.

*Reclassification.*—Assistant in charge: Work involving 40 persons, thousands of dollars of present expenditure and the whole scheme of arrangement of the Library for generations to come depend upon the direction of this man. At this critical stage of our work we can not afford to lose him at any price. We are too likely to lose him unless we can give him some immediate advance. He is in a high degree able and expert. He is getting but \$1,800. This advance of \$200 is but a trifle compared with the importance of his work and the salary which he could command elsewhere. But it is some recognition. I have tried for it for three years.

*Old classification.*—Assistant in charge: He has been in the Library for over twenty years, has received here a salary of \$2,500; handles 22 languages, including Russian, Turkish, Arabic, and Chinese, and is the only member of the force who can deal with oriental literature, of which we have now 10,000 volumes.

*Mail and supply.*—Assistant in charge: This division handles all the mail, express, and freight matter received by and sent from the Library including the copyright office. The number of letters received alone last year were 129,000 as against 94,000 in 1901. The copyright deposits alone included 169,000 articles. The letters and packages contained checks, orders, or currency amounting to \$65,000 for copyright fees. A large percentage of these fees are remitted in currency. The division attends also to all deliveries of books within the District, including the automobile service.

The business to be handled is large and fast growing, and it requires a man of absolute integrity, active, methodical, and devoted. The present incumbent is such a man.

*Smithsonian deposit.*—The custodian of the Smithsonian collection has to be at the Smithsonian Institution. The assistant at the Library has the responsibility for the arrangement, classification, cataloguing, care, and administration for readers of the entire deposit, which is in a separate stack in the Library and comprises over 40,000 volumes. It consists of the publications of learned and scientific societies from all over the world and includes material in every civilized language. The present incumbent has been over twenty years in Government service in both the Coast and Geodetic Survey and the Naval Observatory, and has been three years in the Library.

*Music, prints.*—These two divisions stand together in grade.

Very respectfully,

HERBERT PUTNAM,  
*Librarian of Congress.*

HON. HENRY H. BINGHAM,  
*Chairman Subcommittee on Appropriations,  
House of Representatives.*



## THE LIBRARY OF CONGRESS. ESTIMATES FOR 1904.

## PROPOSAL FOR INDEX TO COMPARATIVE LEGISLATION.

Estimate for the preparation of an index to comparative legislation, including subscription to and purchase of publications and other necessary material, and for traveling expenses, transportation, stationery, postage, and all services and incidental expenses connected with the compilation of such index, \$28,000.

*Extract from letter of transmittal accompanying estimates October 6, 1902.*

This proposes an entirely new undertaking for the Library. An index to comparative legislation brings together a descriptive statement of the laws that are being enacted by the various legislative bodies of the civilized world. If accompanied by a reference to preceding statutes or by brief abstracts indicating the course of legislation, it may become an instrument of the highest value, not merely to the theoretic investigator, but to the practical legislator.

There is at present no such index comprehensive in scope. An index published by the State Library at Albany covers the legislation of the several States. An index that would cover promptly, intelligently, and accurately the current legislation of the world would render a great public service—a service to the legislator in Congress, to the executive branch of the Government in its diplomatic relations, to the scientific bureaus of the Government, and to all students of current, political, and economic facts and tendencies. Published periodically—say, monthly—it can be made to broaden its service, to the aid of legislators, administrators, and investigators in all parts of this country and in other countries. The work should be done at Washington. It can only be done at the national Library, where the material is to be found or by which (with the aid of the consular and diplomatic representatives of the United States) it can most effectively be secured. It will require not merely the current statutes promptly upon their enactment, but the files showing the legislation of the past. It will require subscription to a considerable amount of material which can not be secured by the Library as gift. It will require a systematically organized corps of special workers, besides the routine service for recording, classifying, and for correspondence.

If such a work can be organized at the Library of Congress it will do more than any other expenditure of a similar amount to make useful the great mass of legislative documents which are accumulating within its walls and which it has an opportunity to accumulate unequaled by any other institution in the world.

I shall be prepared to submit to the appropriations committees a more particular description of this proposal, with illustrations.

*Communication from the Librarian of Congress to the subcommittee on Appropriations, House of Representatives.*

THE LIBRARY OF CONGRESS, December 3, 1902.

SIR: In response to your suggestion at the hearing, I beg to add to my statement concerning the proposed "index to comparative legislation" the following:

*Scope.*—The index would cover all the statute laws of all the civilized countries having legislative assemblies whose deliberations and activities are of interest to Congress, to our other legislative bodies, to our executive and scientific bureaus, and to the student and investigator. It would cover primarily the most recent enactments. It would from time to time trace back the entire course of legislation in a particular country upon the particular subject, in order to show the bearing and significance of a recent act, if epoch-making.

*Form.*—It would consist of a monthly bulletin, with at least an annual summary. The index would be not merely a list of the acts by title. This would contribute little. It would indicate the subject-matter of the act and at times analyze it. It would therefore be a subject index, in a measure a digest.

It should contain also references to articles in journals in the nature of commentaries upon, or expositions of, particular legislation, and possibly to important judicial decisions, interpreting them. It would avail itself of the work of the three societies in London, Paris, and Berlin dealing with comparative legislation within particular fields.

It would be "comparative" in that it would bring under one heading—that of the subject itself—the recent legislation of various countries with reference to that subject. The reference would not, as a rule, go beyond the summary. Occasionally,

however, it might seem desirable to reprint in English the substantial part of some act of a foreign government bearing upon a subject under discussion in Congress.

The occasional résumé would enable the investigator to trace back the course of legislation on that subject.

*Cost.*—The estimate submitted is \$28,000. This is for but the first year. The index will be of no importance unless continued and maintained currently. During the first year little can probably be done except to effect the organization, to gather and systematize material, open communication with the legislative centers, determine methods and processes, and begin the classification and digestion of the material and the card indexes which must precede the published bulletins. The estimate of expense for the first year may be taken as a fair estimate of the annual expense. The outlay for material, equipment, and transportation for the first year will be larger than afterwards, but the expense of editing may be less.

#### ELEMENTS OF EXPENSE.

(1) *Equipment.*—The cost of this will be slight; desks, tables, filing cabinets, etc.

(2) *Material.*—The Library has already a mass of statute laws, and much comes to it without cost through international exchange; but for the purpose of the index and, indeed, for all inquiries into statute law, a complete set of the statutes of every country is essential. In many cases the sets in the Library are very imperfect, and the defects can now be made good only by purchase.

For the purpose of the index there must be a subscription to at least two copies of all the publications which give the current legislation and of the journals which deal with it. More copies may be desirable for cutting and pasting.

*Organization.*—So far as I have been able to give consideration to this the minimum requisite would be as follows:

General director in charge of the work, who must have legal training, a good general education, a fair knowledge of the most important foreign languages, and initiative, method, and executive ability. Salary.....	\$3,000
4 scientific experts, each with a general education and professional training similar to that of the chief of the division, and competent to analyze, digest, compile, and edit laws of various countries having different constitutions, but not called upon for the larger administrative functions: One to cover Great Britain and her colonies; two for continental Europe, Africa, and the Orient; and one for South and Central America, at \$2,000 (probably \$2,250) each.....	8,000
4 translators (there would be nearly twenty languages involved, including some of the most difficult, as Russian) at \$1,200 each.....	4,800
1 cataloguer.....	1,200
1 proof reader.....	1,200
2 stenographers and typewriters at \$900 each.....	1,800
Subordinate service (for classifying, copying, writing index cards, and messenger work, etc.) say.....	4,000

In addition to the above there would be the compensation of certain correspondents who in important legislative centers would make periodical reports upon legislation pending, give information as to publications, and aid in procuring them. Such correspondents must be experts in the statute laws of their countries, and competent also if required to aid in tracing back the history and motive of legislation upon a particular subject and the bearing of any particular act. Such experts could, I think, be secured at a small compensation in each case. It is essential that they be paid something; otherwise they could not be held accountable for promptness, accuracy, and thoroughness.

The service connected with the work may therefore mean an annual expenditure of over \$24,000<sup>a</sup>. This leaves a very narrow margin for the acquisition of material, for freight, transportation, and miscellaneous expenses, as indicated. During the first year, particularly, while material is being sought, communications opened, and

<sup>a</sup>By the \$16,000 which I mentioned at the hearing I had in mind only the special expert service comprised in the first three items above.

correspondents secured, there would have to be a considerable expenditure for transportation.

The expert service required for dealing with foreign legislation is of a very different grade from that which suffices for an intelligible treatment of American statute law. Not merely do the languages present difficulties; an intelligent presentation of a statute of a foreign country requires knowledge of the constitution of that country, of its history, of its methods of legislative procedure, and of its executive and judicial organization.

*Usefulness of the work.*—I have adverted to this in the letter accompanying my estimates. I may add the following suggestions:

The subjects treated in the index would include subjects that bear upon the work of every legislative assembly in the United States, a considerable number of subjects of interest to municipalities, a larger number of interest to State legislatures, and a most important group of subjects of constant interest to Congress. Among these latter I may note the following:

Taxation in all branches; revenue, customs and internal; tariffs; subsidies and bounties; finance, currency, banking, etc.; weights and measures; commercial regulations; Navigation; Railroads; Telegraphs; Postal systems; Public franchises generally; corporations (regulation of); public health (e. g., pure-food laws; meat inspection, quarantine laws); immigration and emigration, naturalization, extradition; labor legislation (e. g., arbitration, coal mines, factory inspection); elective franchise; regulation of religious orders; tenures; irrigation; forestry; protection of magistrates.

The above are only examples. They will extend as Congress may have to deal further with domestic and international questions, particularly as it will have to deal with the Territories, for which it legislates directly, and the newly acquired dependencies, where the problems to be solved are problems with which foreign countries have had in some form to deal.

In the experience of the Library inquiries from Congress touching foreign legislation take the following among other forms (the examples are actual):

(1) A request for a particular statute, e. g., the Belgian arbitration act; (2) a request for all the statutes of a country relating to a particular subject, e. g., old age pensions in Great Britain; (3) a request for the legislation of foreign countries upon a given subject, e. g., regulations of trade in foreign countries; (4) a request for any laws attempting to legislate for a particular class of interests in a particular way, e. g., foreign statutes encouraging by bounties the merchant marine or sugar production.

A response to such inquiries, except possibly the first, can at present be neither prompt, certain, brief, nor conclusive. Even if the statutes are here, they must be traced down from a mass, and the time of the inquirer and of the Library unnecessarily consumed both in the search and in the examination of laws which, though having a bearing upon the general subject, would by index or digest be shown to have no bearing upon the particular points in which the inquirer is interested. With the index well under way, the material perfected and systematized, and an organization whose particular function would be to answer just such inquiries, the response might have all four of these requisites—promptness, certainty, brevity, and conclusiveness.

In addition to inquiries from Congress are inquiries from Executive Departments and scientific bureaus of the Government, and from various commissions established from time to time "to investigate and report to Congress." The work of the Departments and scientific bureaus quite often calls for an investigation of foreign legislation on a given subject. (I may instance a present investigation by the Agricultural Department as to foreign laws regulating the inspection of meats.) The commissions created by Congress to investigate and report almost invariably include in their report a summary of foreign legislation. In the absence of any digest of foreign statute laws these investigations have to be special and can not but be costly and, to a great extent, repetitious. With the index thoroughly established both special investigation and repetition would be avoided.

Beyond the uses of Congress, of other legislative bodies, and of the scientific bureaus or executive commissions, there would be the use of the student and investigator. The service to these is so obvious as to need no explanation. There is no class of material in the Library as to which individual effort on the part of the inquirer is so extravagant, or apt to be so futile, as it is in the case of the material of documents and legislation generally. There is none which is so inert unless galvanized by some system of digest and exposition.

The undertaking would be one apart from the routine of the present administration of the Library, but it is one which I have felt called upon to recommend,

because it seems to have a logical claim upon the National Library from its pre-eminent resources, its relation of service to other institutions, and its peculiar duty, not merely as a general library, but as the chief legislative library of this country.

I do not recommend it, however, unless the appropriation can be sufficient to insure that the work shall be comprehensive, thorough, scientific, and the results authoritative. I may have underestimated the cost. I am sure that I have not overestimated it.

Very respectfully,

HERBERT PUTNAM,  
*Librarian of Congress.*

Hon. HENRY H. BINGHAM,  
*Chairman Subcommittee on Appropriations,  
House of Representatives.*

### STATEMENT OF MR. BERNARD R. GREEN, SUPERINTENDENT OF THE LIBRARY OF CONGRESS.

Mr. BINGHAM. You increase your force for salaries from \$71,605 to \$76,145, or an increase of eight subordinate force. Just give us your reasons for that increase.

Mr. GREEN. I think the first item that appears in the list is an increase asked in the salary of the captain of the watch from \$1,400 to \$1,500, or an increase of \$100. That is to put his salary on a level with the chief engineer and the head of the electrical department and more in keeping with the duties he has to perform. We call him captain of the watch for the sake of a title, but it covers very much more than the title of captain of the watch in any of the Executive Departments, and if the duties are to be compared with theirs it should be a different title. He has not only the watching, but the laboring and cleaning force and the mechanics on the numerous miscellaneous jobs that come up in the building to look after. He has to be on duty almost day and night and must possess an intelligence and versatility of experience that an ordinary captain of the watch does not require. If I should lose the present incumbent it would be extremely difficult to fill his place. I do not refer to the particular individual in this recommendation and ask the increase of salary because of the individual, but because of the duty which has to be performed in the position. It seems only fair and just.

Mr. LITTAUER. I see you ask an increase in charwomen.

Mr. GREEN. I will come to that in a moment. The carpenter I want to put up to what is paid in other departments and, now, to carpenters out in the city. They are receiving \$3.25 per day. Carpenters are a low-paid class of men. But a carpenter for a building like that is really a different carpenter. Next year I will have to ask for one more. This man is a cabinet maker and has extraordinary skill. The same with the machinist; he is not an ordinary machinist, and I think his pay should be \$1,000 instead of \$900. I have also asked for two additional laborers, which would bring the number up to fifteen instead of thirteen.

The Library is growing constantly, as you know, and every increase in it adds something to the labor on the building and grounds covered by my force. We need five more charwomen, which will increase the

number to 46 instead of 41, to do the increased work. To get through, the charwomen now have to work daily about two and one-half hours instead of two hours, which is the ruling day's work. I also want to drop one skilled laborer getting \$720, and instead put on two wiremen in the electrical department who are mechanics and who should have \$900 each. There is no other increase over last year's estimate in my estimate for this year. The estimate of \$30,000 for fuel, lights, miscellaneous expenses, and repairs to the building is the same as for last year; but the latter is running out very fast with the higher price for coal and other unexpected expenses. There will be a deficit, which I may have to bring to your attention by and by. I have already expended four or five thousand dollars more for coal than ever before.

## DEPARTMENT OF STATE.

### STATEMENT OF DR. DAVID J. HILL, ASSISTANT SECRETARY OF STATE, ACCOMPANIED BY MR. WILLIAM H. MICHAEL, CHIEF CLERK STATE DEPARTMENT.

Mr. BINGHAM. Mr. Secretary, I will ask you first with reference to your Department in its increases, not only of salary but of additional force. I observe you increase about \$22,700, and your first is an increase of \$500 to the assistant solicitor of the Department. Is this assistant an old assistant?

Mr. MICHAEL. He was appointed three years ago, I think.

Mr. BINGHAM. We fixed this salary then?

Mr. MICHAEL. Yes, sir.

Mr. BINGHAM. What do other assistants receive?

Mr. MICHAEL. The Assistant Secretaries receive \$4,500.

Mr. BINGHAM. You think there is a necessity for this increase?

Mr. MICHAEL. Dr. Hill could better, perhaps, speak on the subject.

Dr. HILL. I have come in this morning only with the intention of bringing to the attention of the committee two matters, and with the purpose of leaving the question of matters of detail to be answered by the chief clerk, who is more familiar with the subject than I am; but, happily, I am prepared to give you an answer to this question, and I hope a satisfactory one. The present assistant solicitor is Mr. Van Dyne, who is a well-trained lawyer and has had long experience in the Department in assisting the Solicitor, who is loaned to the Department by the Department of Justice, and who receives his pay under that appropriation. The business of determining and protocolizing and collecting international claims has steadily increased of late years. The Solicitor's office is crowded with work, and frequently claims are obliged to wait a long time, even to have them superficially examined, but before the Department acts upon them they have to be very carefully examined. This assistant solicitor is one of the most industrious and one of the most hard-working men in our Department. We rely upon his judgment as an expert. He is a man of family, and we think for very substantial reasons he ought to have an addition of at least \$500.

Mr. LITTAUER. You ask a material advance of the salary of a law clerk from \$2,500 to \$4,000?

Dr. HILL. That is the office of which I have been speaking.

Mr. LITTAUER. I beg your pardon; you are referring to the assistant solicitor.

Dr. HILL. I see what you have reference to now. The law clerk is the person designated to edit the laws. His salary until a very recent time has been \$4,000, but two or three years ago it was cut down. My recollection is to \$2,500. Now, this man has to employ assistance out of his stipend—a typewriter and proof reader and an indexer of laws—and it is very difficult for him to find that supplemental service and pay for it out of his \$2,500 and have anything left to live on.

Mr. LITTAUER. Should we not rather appropriate for the supplemental service than for an increase of salary?

Dr. HILL. It has not been done in that form and therefore it has not been asked for in that form.

Mr. BINGHAM. How long has this law clerk been employed?

Dr. HILL. He was employed, I presume—although I am not able to answer that question with perfect knowledge—ever since the laws have been edited.

Mr. BINGHAM. This is the first year under this legislation?

Dr. HILL. This is the first year he has received the \$2,500.

Mr. BINGHAM. And previous to that he received \$4,000?

Mr. LITTAUER. For the same work and the same duties?

Mr. MICHAEL. Yes, sir.

Mr. BINGHAM. Are there many law clerks in the Department receiving more than \$4,000?

Mr. MICHAEL. No, sir; we have no other law clerk.

Mr. BINGHAM. Do you need an additional chief of division?

Mr. MICHAEL. About the other matter, you will recollect the circumstances of that. It was not asked for by the Secretary of State.

Mr. BINGHAM. My recollection is that we regarded it in the line of favoritism, or something of that kind.

Mr. MICHAEL. Yes, sir. The fact is the editor, prior to the appointment of the son-in-law of Mr. Sherman, had received \$4,000 a year, and Mr. Sherman's son-in-law, Mr. McCallum, had it three or four years and he received \$4,000, and the matter came up by a question asked by the committee of Mr. Cridler, who was then Third Assistant Secretary, whether it would not be just as well or better if he was constituted a clerk and put on the roll at \$2,500; and Mr. Cridler, without giving the matter serious thought or attention I fancy, said that he thought that would be just as well, or perhaps better; but it was not recommended by the Secretary or any officer of the Department who had knowledge of the work to be done and the responsibility to be incurred by the editor of the laws. You see he not only has to have certain men at work, but he has to pay out—

Mr. BINGHAM. Does this clerk do any other work in the Department?

Mr. MICHAEL. No, sir.

Mr. BINGHAM. Is not this work limited in time, or does it take a year's clerical work?

Mr. MICHAEL. Yes, sir; it does, and in addition to that the present editor of the laws has to pay out \$1,500 out of his \$2,500. He did it last year and the year before.

Mr. LITTAUER. For what work?

Mr. MICHAEL. For an assistant to help do this work. One man can

not possibly do it and do it acceptably. He has paid out of his own pocket \$1,500 a year for assistance. He assured me yesterday—

Mr. BINGHAM. Paid it to a typewriter and stenographer?

Mr. MICHAEL. I have known him to work with diligence to 12 or 1 o'clock at night during a session and after a session editing the laws and indexing them and getting them in shape.

Mr. HEMENWAY. What else does this clerk do?

Mr. MICHAEL. He told me yesterday he had paid out of his salary his hotel bill and had nothing left.

Mr. LITTAUER. Should not the Department give him a proper salary, and give him also an assistant at a stated salary? If this is the work of two men, we ought to provide two men.

Mr. MICHAEL. Mr. Bryan, the old editor of the laws, had to do the same thing. He hired an assistant and paid out of his \$4,000 from \$1,200 to \$1,500 a year. Now the present editor hires Mr. Bryan and pays him \$1,500, and I think an examination will show you the work of last year was right up to date in every particular.

Mr. LITTAUER. Does this present clerk devote his whole time to this?

Mr. MICHAEL. Yes, sir.

Mr. LITTAUER. And he only realizes \$1,000?

Mr. MICHAEL. That is all he got last year and the year before.

Mr. LITTAUER. Has he a desk?

Mr. MICHAEL. He has a room devoted to this work.

Mr. LITTAUER. Are they at it all the time?

Mr. MICHAEL. He finishes up some time in August, along there, for the short session, and in September for the long session.

Mr. HEMENWAY. What I am driving at and trying to get at is, does not the assistant do all the work?

Mr. MICHAEL. No; he could not do all the work. One man can not do that work. The assistant now is the old editor of the laws, and he used to have an assistant. McCallum had an assistant.

Mr. HEMENWAY. Have you any means of ascertaining the number of hours that the gentleman in charge of this work is at his desk? Does he register in and out as an ordinary clerk?

Mr. MICHAEL. It is irregular. During the session when the work comes on heavy they are at work some times, for instance, up to 12 or 1 o'clock at night, and that goes on night after night. Then work slackens a little and later it slackens more, but it is irregular in its nature.

Mr. HEMENWAY. Could you tell by a register you keep there how many days—

Mr. MICHAEL. We could not give you that, because we do not keep a register of that kind.

Mr. HEMENWAY. My impression is—I know at the time Mr. Cridler was here he gave us the impression that the clerk really did all the work and this other really got the money.

Mr. MICHAEL. That is not true. I do not know how much you are acquainted with work of this kind, sir, but when I was connected with the two Houses as clerk of printing and records I knew something about the value of work of indexing, comparing, and editing. I had the Congressional Directory after Ben: Perley Poor died, and the arrangement of messages and documents, and I paid some attention to this work. As a matter of fact I expected to succeed Mr. Bryan

myself. Mr. Sherman rather gave me to understand I should have the place, but he appointed Mr. McCallum, and asked if I would take the position of chief clerk, so I looked into this matter, as it is the kind of work I am fond of, and I have gone into this room and some times stood there for some minutes watching their work, and all that, and in my judgment one man can not do the work and do it justice. It is a physical impossibility to do it, and I do not think any competent man ought to be asked to do that work for less than \$4,000 a year.

Mr. LITAUER. Would you not recommend an appropriation of \$2,500 for the law clerk and \$1,500 for an assistant?

Mr. MICHAEL. I would rather get a competent man to take charge of the work and leave it to him to get his assistance. We can not furnish Mr. Bryan, because he is not in the Government service.

Mr. BINGHAM. I think that what you are asking is that for this line of work he does not receive enough compensation and he ought to receive the sum total——

Mr. MICHAEL. You put a man in charge of the work and give him a lump sum, and he is to dispose of that, and you hold him responsible for the work and prompt work.

Mr. HEMENWAY. Did McCallum work?

Mr. MICHAEL. Yes, sir; he worked, but his work was not accurate, he had to be supervised all the time.

Mr. BINGHAM. I see you want eight chiefs of bureau, and indicate the bureaus; you increase one bureau, and you increase the compensation of one chief, and increase the compensation of all \$400. Will you have the kindness to send us a list of the subordinate clerks in each one of your bureaus?

Dr. HILL. If you have a copy of the register of the Department of State you will have those, or if you have the Congressional Record you have such a list. Perhaps that is available here now.

Mr. BINGHAM. How many clerks have you in your Department?

Mr. MICHAEL. We have 102 people in the Department and we have 84 clerks altogether. I will send you such a list.

Dr. HILL. If you will permit me, I will state that I am here for one specific purpose, and I should like to specify that I am here to ask that we be allowed eight chiefs of bureaus instead of seven, and that each of those chiefs receive a salary of \$2,500 instead of \$2,100. We have asked for an additional chief of bureau for the passport bureau, which has been previously a special division of the bureau of accounts, but the work of the bureau is extensive and the work of the passport bureau has grown immensely. The number of passports having greatly increased, really necessitates a branch by itself, so that the Secretary of State desires to separate the passport division from the division of accounts and constitute it a separate bureau.

The office of chief of bureau in the Department of State was established by the legislative, executive, and judicial appropriation act approved March 3, 1873, which provided that "their salaries shall be \$2,400 per annum." That sum continued to be appropriated by acts of June 20, 1874, and March 3, 1875, but in the appropriation act approved August 15, 1876, and in those of the subsequent years only \$2,100 a year has been appropriated.

That is to say, the sum fixed as the salary is \$2,400, and that has not been changed. The whole amount of the salary has not been appropriated, which is equivalent to an expression of the will of Con-



gress that these chiefs should receive only \$2,100. I will not raise the point as to whether or not they are legally entitled to \$2,400 and they have simply been wronged to the extent of \$300 a year. The position seems to be, however, that they have received but \$2,100 a year. Now, there are reasons why they ought to receive a larger sum, and I hope to be able to state those reasons in such a form as to impress the minds of the chairman and gentlemen of the committee.

In the first place I call attention to the salaries paid to the chiefs of divisions in other Departments. In the Treasury Department the bureau chiefs all without exception receive larger salaries. Of the divisions, one chief receives \$4,000, one receives \$3,500, three receive \$2,750 a year, and five receive \$2,500 a year. Even some of the assistant chiefs receive \$2,100 to \$2,500 a year. Now, is there any well-grounded reason why the heads of bureaus in the Department to which I have referred, the Treasury Department, should receive better salaries than in the Department of State? You may say these persons have to be expert, that they have to be persons of proven integrity and character, of well-tested ability; but is not that all equally true of the chiefs of bureaus in the Department of State? We are dealing not only with a greatly increased mass of business in its totality in the Department of State, but the character of the business we have to transact is of the utmost delicacy and requires the utmost discretion and the utmost integrity on the part of every person who participates in it.

I think handling Uncle Sam's honor is just as important as handling his money, and when it comes to the question of qualification certainly we ought to have in the Department of State as heads of bureaus men on a par in every respect, and in respect to earning capacity, to men in the Treasury Department. Now, as a matter of fact, who and what are these men who are chiefs of the bureaus? Most of them have been for many years in their positions. They have had delicate and difficult work to carry out. They have done it with ability, with discretion, with integrity, and they have done it on a reduced compensation. Any person who lives in Washington, and especially those who live in Washington all of the year around, ordinarily, knows that the cost of living instead of diminishing as the salaries have diminished from the standard of \$2,400, has increased, and greatly increased.

I think I can say from my own personal experience as a housekeeper in Washington that the cost of living has increased in less than five years that I have been here fully 20 per cent. I think it is no exaggeration. Some of these men are men of family, they are men of mature years, they are men whose services the Government ought to retain and they deserve this compensation. Certainly they deserve it equally with officers of corresponding rank and service in other departments, and therefore I come personally for the first time, which explains why I am so much a stranger here, and possibly for the last time, in a purely altruistic spirit for only the good of the service and of justice to these men whose plea here, and a plea in whose behalf has not been yet heard, to ask you in all seriousness and earnestness to raise this compensation to \$2,500 a year. And if you can not do that, if you find good and sufficient reason for declining to do that, can you not place it at \$2,100 a year, which was actually paid under the act of March 3, 1873, which has not been changed except in the amount of the appropriation. In view of these facts which I have presented therefore I respectfully and most urgently ask whatever

else you do in meeting the wishes of the Department of State in the matter of these estimates that you will do this one thing.

Mr. BINGHAM. Do you desire to make any statement to the committee in reference to the three private secretaries?

Dr. HILL. I have not come for the purpose, but I shall be very glad to avail myself of the opportunity to say a word upon that point. We have asked for an appropriation of \$1,800 for each of the private secretaries to the Assistant Secretaries. I know that that seems like "Fleas ad infinitum, who have other fleas to bite 'em."

Mr. HEMENWAY. If you will pardon me, I will ask a question. These Assistant Secretaries now have private secretaries?

Dr. HILL. They have private secretaries.

Mr. HEMENWAY. Detailed to them from clerks in the service?

Dr. HILL. They are at liberty to have them appointed outside of the classified service if they choose; but what we want to accomplish is to have those people under the classified service, but to increase the compensation to \$1,800.

Mr. HEMENWAY. What do they get now?

Dr. HILL. Some get \$1,200, others \$1,400, and my own private secretary gets \$1,800 a year, so I have no personal reason for urging this matter.

Mr. HEMENWAY. So all this would result in would be an increase of salary to the private secretaries they now have?

Dr. HILL. Yes.

Mr. BINGHAM. It would not be an increase of the clerical force?

Dr. HILL. No; it would not be an increase of the clerical force.

Just one word and I have finished. Each one of the Assistant Secretaries of State may possibly be called on at any time through the absence of those of superior rank to be Acting Secretary of State. That happens constantly with the First Assistant, occasionally with the Second Assistant. It is necessary in that relation to conduct business of the utmost confidential character, which has to be done with the utmost discretion. It is therefore necessary to have a high-class man and a man of intelligence, of prudence, of discretion, and of capacity in this position, and the compensation is not too great.

Mr. MICHAEL. Every item in this estimate was gone over very carefully with Secretary Hay; carefully in detail, and he is a man who questions closely with regard to matters of this kind. Every item, the items to which the Assistant Secretary has addressed himself and to which I referred, everything has been gone over carefully with Secretary Hay, and Secretary Hay has asked this committee to do these things. He has asked it in all earnestness to do exactly what has been asked for. I think that perhaps would be about all that I would say under any circumstances.

*Thursday, December 4, 1902.*

**TREASURY DEPARTMENT.**

**STATEMENT OF MR. MILTON E. AILES, ASSISTANT SECRETARY OF THE TREASURY, ACCOMPANIED BY MR. W. H. HILLS, CHIEF CLERK.**

Mr. AILES. I should like to premise whatever I have to say with this statement, that during the past year it has been very apparent to those who have had to do with appointments in the Treasury Department and the assignment of clerks to the various divisions, that we are undermanned, with the exception of only one bureau of the Department, to my knowledge. There have been demands made for details at times and, with the one exception of the Auditor of the War Department, we have had the most extraordinary requisitions for assistance. I think I ought to make that general statement in support of the recommendations as a whole. The work of the Department is rapidly increasing, unquestionably so.

Mr. LITTAUER. Do you keep any record for the overtime work done in any bureau?

Mr. AILES. We do not, except in an emergency like the Spanish-American war. There was a large amount of overtime work at that time. Congress, I believe, provided some additional compensation—

Mr. HILLS. I do not think they did in the Treasury Department.

Mr. LITTAUER. But you do work overtime?

Mr. AILES. Oh, yes.

Mr. LITTAUER. You say they have done overtime work; to any considerable extent, or is it casual?

Mr. AILES. Just casual as the work has fallen behind. There are some kinds of work we can not employ people at steadily, like assorting money orders for instance. It is of the greatest monotony, and the people there very soon show deterioration; you can read it in their faces. It is like playing solitaire all day long, the game gets tiresome. We are generally behind on that work. You gave us a large increase in force last year. The enormous business of the country resulting in a multiplication of money orders has flooded that office.

Mr. LITTAUER. We gave an increase to that office of 135.

Mr. AILES. There was a net increase only of about 51, I think.

Mr. LIVINGSTON. I suggest we take this up as it comes and dispose of it.

**SECRETARY'S OFFICE.**

Mr. AILES. The Secretary has recommended that the salary of his private secretary be increased \$250, that is, from \$2,250 to \$2,500. I am perfectly aware that that runs counter to the general proposition. There has been a disposition to hold private secretaries at the uniform rate of \$2,250. I do not, however, believe you can appreciate just what prodigious work is thrown on the right sort of a private secretary. His work does not end with the departmental day, but runs into the night. I filled the position myself and I know what it is. The salary of the private secretary of the Secretary of the Treasury is wholly inadequate; there is no question about that. It is difficult to keep a good man there, and if it were not for a sort of honor in hold-

ing the position we could not hold the present man as private secretary; nor could we hold any other man with capacity for the place, because he could readily get more money on the outside than he is getting. There are private secretaries and private secretaries. Some are mere stenographers and there are others who are men of capacity.

Mr. LIVINGSTON. Your next increase is on page 60, at the top.

Mr. AILES. That is the Government actuary, and we applied for that last year, and you divided with us and gave half we asked for. That is another case where it is difficult to hold a man. To my personal knowledge he has been offered \$3,000 a year. His services are extremely valuable to the Treasury Department. I do not know of anybody else in all the world who has such a mathematical talent as Mr. McCoy, and I do not know what the Treasury Department would do to fill his place if he should go out. The only thing holding him in the Department is that his home interests are here. I know a large bank in New York which has offered him \$3,000 to go. It would not be any more than fair to give him \$2,500 a year. The office is important enough for that.

Mr. HILLS. He renders services to the Department of State, and he has also been called here to render expert service in the preparation of tariff bills and other business.

Mr. AILES. We loaned him to the Committee on Ways and Means and to the Secretary of State in connection with drawing up the reciprocity treaties; in connection with that he was loaned parts of days to the Secretary of State.

Mr. LITTAUER. You ask an additional clerk of class 2?

Mr. AILES. To provide for the additional pressure of business in the office of the Secretary.

#### OFFICE OF CHIEF CLERK AND SUPERINTENDENT.

Mr. LIVINGSTON. At the bottom of the page you ask for three in one instance and you cut off one in the next.

Mr. AILES. That being under Mr. Hills's department he can give clearer information on the subject than I can.

Mr. HILLS. That represents an increase of \$400 in the entire personnel of the office. We have 14 clerks. You gave us one last year owing to the fact that the appropriation of \$5,000,000 for the Louisiana Purchase Exposition was thrown on that office. In 1886, when I took charge of the office, we had 17 clerks, with only 120 public buildings to maintain. Now we have 315 to maintain. We shall have 19 new buildings next year, and there will be 23 extensions of buildings, while the work of furnishing those buildings, providing light, heat, and custodian service, all devolves upon my office.

Mr. LITTAUER. This is simply the promotion of one clerk that you ask for?

Mr. HILLS. Yes, sir; merely to equalize the salaries and to show our appreciation of this man's work. We drop a \$1,200 clerk and ask you to give us a \$1,600 clerk, to equalize the salaries.

Mr. LITTAUER. You are going to make one man foreman of the cabinet shop and superintendent of repairs and give him an extra \$300?

Mr. HILLS. Yes, sir.

Mr. LIVINGSTON. And for captain of the watch you ask for \$1,500 instead of \$1,400?

Mr. HILLS. Yes, sir.

## OFFICE OF CHIEF CLERK AND SUPERINTENDENT.

*One clerk of class 3, in lieu of one clerk of class 1.*—This recommendation for an increase of one additional clerk practically represents an increase of only \$400 in the salaries of the office, as it is proposed to abolish the position of one clerk of class 1 and create in lieu thereof one third-class clerkship. This is done to equalize the salaries of the office, and to recognize efficient work. In 1885, when there were but 120 United States buildings to maintain, we had 17 clerks. At the present time, with 315 buildings completed and ready for occupancy, and 19 buildings to be completed, and 27 extensions of old buildings to be made during the fiscal year ending June 30, 1904, we have but 14 clerks. The number of clerks was reduced from time to time from 17 to 13, and an increase of one clerkship, making 14 in all, was granted last year for the purpose of keeping the accounts connected with the appropriation of \$5,000,000 made for the Louisiana Purchase Exposition. The method of transacting the business of the office has been very much simplified within the past few years, which has permitted a reduction in the force, notwithstanding the increase in the volume of the business.

*Captain of the watch, increase from \$1,400 to \$1,600.*—This recommendation for an increase in the salary of the captain of the watch is made as a reward for efficient services, covering a period of many years. Owing to the vast sums of money, gold, silver, and paper, stored in the Treasury vaults there is exacted of the watchmen, and particularly of the captain of the watch, greater fidelity in the discharge of their duties than is required in other Executive Departments. During sixteen hours of each day, and all day Sundays and holidays, the responsibility for the protection of these great values in the Treasury vaults is dependent upon the faithful and zealous manner in which they discharge their duties.

*Foreman of cabinet shop, increase from \$1,500 to \$1,800.*—This recommendation for the increase in salary and change in the title of the foreman of the cabinet shop is made to relieve the great demands now made upon the chief clerk and superintendent by reason of the multiplicity of his duties, as he is the superintendent of the Treasury, Winder, and Butler buildings, which are owned by the United States, and exercises a supervision over the quarters occupied by employees of the Department in four rented buildings. The chief clerk and superintendent also has in charge the appropriations for the maintenance of 315 public buildings and the enforcement of the general regulations of the Department. It is physically impossible, owing to the great demands that are made upon his time in other directions, for him to give the affairs relating to the repairs and care of the three buildings owned by the United States the attention they deserve. The present foreman of the cabinet shop is a practical man of considerable experience, is capable of supervising construction and repair work of all kinds, and is now rendering valuable and efficient services in that direction.

Mr. LIVINGSTON. Is he actually doing that work at present?

Mr. HILLS. Yes, sir; it is simply impossible for me to do it.

## DIVISION OF BOOKKEEPING AND WARRANTS.

Mr. AILES. In the division of bookkeeping and warrants there is an additional force asked for of one bookkeeper at \$2,000, one clerk

of class 4, \$1,800, one of class 2 at \$1,400, and one assistant messenger at \$720. The increase asked for in this division is because of the pressure on account of the increase of business. I might expand at length on the subject, but that is the gist of the story—the increase of business in the division.

Mr. TAYLOR. Is there any promotion in this, or is it an increase to meet the increased business?

Mr. AILES. This will probably result in promotions along the line, and the lower grades would be filled by appointment of new clerks. You gentlemen recognized the high character of the work in the warrant division by providing larger salaries for it than any other division in the Treasury Department. The bookkeepers get \$2,000 a year. It is a pretty well-paid division and should be. I know men who are in that division who are going to work at 7 o'clock in the morning and coming back again to their desks in the evening, and I know men who go there on Sundays to keep up the work on their desks. That state of affairs ought to be recognized, I believe.

Mr. LITTAUER. It is one of the overworked bureaus?

Mr. AILES. Yes, sir.

Mr. BINGHAM. You claim in these estimates what we call as an expression "general prosperity" in enterprises and development of industries reaches all the bureaus of your Department?

Mr. AILES. Most of them unquestionably, Mr. Chairman.

Mr. BINGHAM. That I presume is your basis?

Mr. AILES. Yes, sir; I think I could write a prosperity story from the Treasury statistics.

#### DIVISION OF CUSTOMS.

Mr. AILES. There we ask for an increase of \$250 a year in the salary of the chief. Two thousand seven hundred and fifty dollars has been the salary for a long time, and we ask for another clerk of class 1. Singularly enough the division of customs has been one of the neglected divisions of the Department, considering the importance of its work. It has to do with questions arising out of the collection of something like \$270,000,000 of customs a year, I believe, and in a sense corresponds with what the office of Commissioner of Internal Revenue is, which is a great bureau of the Department. It is one division where we have had difficulty in getting high-class men, because of the small salaries. We must have customs lawyers. You have been very generous with the division of late years and have fixed the salaries of some of the law clerks of the Department at \$2,000 a year. The chief of division, a skilled customs lawyer, has remained at \$2,700 a year and the Assistant Secretary, in charge of customs, has long appealed that that be fixed at \$3,000.

Mr. BINGHAM. Right at that division of customs, you continue the existing force and only ask for one increase?

Mr. AILES. Yes, sir.

Mr. BINGHAM. Now, does that one simple increase of a clerk justify in any wise the basis of recommendation of increase of the chief from \$2,750 to \$3,000?

Mr. AILES. No; I do not think from that standpoint it would.

Mr. BINGHAM. Therefore, there is nothing based on the claim of an increase of work?

Mr. AILES. No; I do not do it upon that, but upon the importance of the work of the division.

Mr. BINGHAM. That has not increased—the importance has not increased?

Mr. AILES. No; but the Department has long appealed to you to recognize its importance.

Mr. BINGHAM. You claim as an original proposition that he ought to have \$3,000.

Mr. AILES. Yes, sir.

#### DIVISION OF APPOINTMENTS.

Mr. LITTAUER. You do the same with the division of appointments?

Mr. AILES. Except in reference to that division there has been an enormous increase of work. The Treasury Department has now under its jurisdiction about 28,000 employes. You can imagine the volume of work in regard to appointments, removals, reductions, and promotions that arises from such a force. The chief of the appointment division is a very much overworked chief. The day before yesterday I tried to get him on a matter of work and he told me that that day he had 600 letters to check, letters for the signature of the Secretary and the three assistants, besides those he had to sign as chief of division. I very rarely see Mr. Lyman going out of the Department before 5.30 or 6 o'clock in the evening. I think that is a very fair demand predicated upon the vast increase of work of that division.

Mr. LITTAUER. None of these chiefs of divisions are under bond, are they—there is no bonded obligation?

Mr. AILES. No; there is no bonded obligation. However, they have a great deal of responsibility, and this particular chief supervises the appropriation for the collection of revenue from customs; all of those expenditures pass under his jurisdiction, and the bonds of all public officers, wherever located, pass under his jurisdiction.

#### DIVISION OF PUBLIC MONEYS.

In the division of public moneys I want to make a special appeal for the chief of that division. He has a small division. The work of that division has greatly increased since 1898. In that year we had about only 160 depository banks in the United States. We have to-day 698, and there is a promotion involved in this besides an additional clerk at the bottom of the ladder. The clerk who has charge of these ledger accounts has the difference between that 160 and 698 to keep track of now. He has not had a promotion since 1892, and being a small division there is no opportunity to give promotion unless you gentlemen will grant it. Last year the chief of this division sent down an appeal for this, and during the whole year he has felt that I did not represent him strongly enough.

Mr. LIVINGSTON. You do not ask for a promotion here?

Mr. AILES. It is.

Mr. LITTAUER. You ask an extra clerk, which would mean a promotion?

Mr. AILES. Yes, sir; the extra clerk would come in at the bottom.

Mr. LIVINGSTON. I see.

Mr. AILES. It would be good administration if we could grant this, as there is a little ill-feeling there because other divisions were generously treated last year.

Mr. TAYLOR. How long has it been since he has received assistance?

Mr. AILES. During the year I have detailed temporary people to his office—thirty-day appointees—and managed to keep him going in that way, but he claims that that does not work advantageously, for no sooner has the temporary employee become familiar with the work of his desk than his time expires. That is bad administration.

Mr. TAYLOR. How long has it been since this division has been given assistance? You speak of 160 depository banks increasing to 600 and upward. Has there been an increase in the service since that time?

Mr. AILES. I can not recall when this division had its force increased at all, but not for many years, certainly, and for this particular man, as I stated before, this is a promotion, as he has not had any advance since 1892—ten years ago—although the ledger accounts have increased from 160 to 698.

#### DIVISION OF LOANS AND CURRENCY.

There is a small item there on account of leap year. There is an extra day there for per diem employees.

#### DIVISION OF REVENUE-CUTTER SERVICE.

Mr. BINGHAM. In the Revenue-Cutter Service division you only ask for an additional laborer?

Mr. AILES. There is an additional laborer. There is a little situation there which could be amended and the service made better for the Government by giving an additional laborer for that division. There ought to be two, one to act for the other at times. I think that is a modest request.

Mr. LIVINGSTON. This is a laborer, not a clerk?

Mr. AILES. Yes, sir.

Mr. LIVINGSTON. And it is really a laborer you want?

Mr. AILES. Yes, sir; really a laborer we want.

#### MISCELLANEOUS DIVISION.

Mr. AILES. In the miscellaneous division they ask for one extra clerk of class 2, \$1,400, in place of one of class 1.

Mr. BINGHAM. That is an increase?

Mr. AILES. Yes, sir.

Mr. TAYLOR. A promotion, that is all?

Mr. AILES. At the present time we have not a \$1,400 grade in that division, so when there is a vacancy in the \$1,600 grade it results in the promotion from the \$1,200 to the \$1,600. They think it would be advantageous to have a \$1,400 grade, and then it would only amount to an advance of \$200 in that division, and they would advance a \$1,400 clerk instead of a \$1,200 clerk. That is the only reason for that. Of course it would result in a promotion somewhere in that division.

Mr. LITTAUER. What work is performed in that division?

Mr. AILES. It has charge of all the internal-revenue matters coming before the Secretary's office for consideration, except appointments. It has charge of the captured contraband property. It has charge of information to the Attorney-General touching the loyalty of claims under the Bowman and Tucker acts. It is the division to



which we assign most everything that can not be properly assigned to any other division. Its force is very limited. It has probably only 8 or 9 clerks altogether.

Mr. TAYLOR. Are they kept generally employed the year 'round?

Mr. AILES. Oh, yes. It also has charge of the old cotton claims. It has the records of the Southern Claims Commission also. It prepares papers for suits in the Court of Claims and certifies all copies coming from the Department and responds to all rules of courts.

#### DIVISION OF STATIONERY, PRINTING, AND BLANKS.

In this division we ask for four clerks of class 4 and four clerks of class 3.

Mr. LITTAUER. That is a promotion of one man?

Mr. AILES. Now, as to that, I put that myself in the estimate. We organized a few years ago a committee on printing in the Treasury Department. We have twenty-odd bureaus which make annual reports, and the Secretary of the Treasury is trying to get rid of padded reports, the President, for instance, is doing the same thing just now in reference to the Government, and we organized this committee and abolished subscription to what is known as the Internal Revenue Record, published in New York, because it was costing \$4,000 a year for subscriptions. Its existence was dependent entirely upon the publication of the decisions of the Commissioner of Internal Revenue. We subscribed for it, and gave it to the collectors of revenue.

We abolished that and established at the Treasury a weekly in which we publish internal-revenue decisions, customs decisions, and all decisions relating to the inspection of steamboats and inspection laws. We organized that committee by bringing into the Department from the Government Printing Office some of the skilled proof readers, and their salaries were made up entirely by the saving we made on the subscription to the Internal Revenue Record. The work is under the supervision of Mr. John S. Mills, whose accuracy and ability in this particular thing can not be excelled by anyone. His relations are many times confidential. He handles the annual report of the Secretary of the Treasury, and we would like to get him \$1,800 and put him one notch above these other members of this committee on printing.

Mr. BINGHAM. In connection with this division of stationery and printing you ask an increase of \$1 a day for the foreman of bindery. He has, I understand, four binders at \$4 a day each and two sewers and folders at \$2.50 a day?

Mr. AILES. His subordinate force is not a large force.

Mr. BINGHAM. Is not \$5 a day fair compensation to be called foreman of this limited force?

Mr. AILES. From the point of numbers, yes, sir, Mr. Chairman. We have asked to make that salary equivalent to that of a similar position in the Government Printing Office, and because the work is considered of a confidential nature. He has to bind, I believe, all the press copies of the Department. Every letter written by the Secretary of the Treasury passes under his supervision. It is generally regarded as a place of trust, and as such entitled to the compensation which goes with a place of trust.

Mr. BINGHAM. The binding work is not a very high order of work in connection with this Bureau?

Mr. AILES. No.

Mr. BINGHAM. It is simply the plain binding work of the Department?

Mr. AILES. Yes, sir; it is not high-class work.

#### DIVISION OF MAILS AND FILES.

Recently we have added to that the telegraph service of the Department, and we have asked for two messenger boys to carry telegrams. At present I have been taking care of that by making thirty-day appointments, and I can not do that much longer. The salary is \$360 each, or \$30 a month. We have no messenger-boy service in the Department. Up until four months ago all telegrams were delivered at the Department by the telegraph companies by messenger boys from the outside. We decided it was to the interest of public business to establish a service right in the Department.

We had two telegraphers on our rolls who were engaged in sending messages, but we had none engaged in receiving them, and we found on investigation that there was considerable delay in transmission of messages from the telegraph offices to the Department and sometimes costly, so we established a receiving service directly in this division of mails and files, and in order to get expeditious service we have to have messenger boys to deliver the telegrams around to the various bureaus and divisions of the Secretary's office.

Mr. TAYLOR. Those are the telegrams you receive?

Mr. AILES. Yes.

Mr. HILLS. When they used to bring them from the telegraph offices to the Department they frequently were delivered at the wrong place and there were delays in acknowledging them.

Mr. TAYLOR. Where do these messenger boys stay?

Mr. HILLS. In the telegraph office, waiting for the dispatches.

Mr. TAYLOR. Not in the building with you, but at the office outside?

Mr. HILLS. No; we have to receive these at our department in the room of the division of mails and files, and they stay there.

#### DIVISION OF SPECIAL AGENTS.

Mr. AILES. In the division of special agents we have asked for an increase of the salary of the assistant chief of division from \$2,400 to \$2,500, which is an increase of \$100.

Mr. LITTAUER. Who is chief of that division?

Mr. AILES. Mr. Chaunce.

Mr. LITTAUER. His designation is assistant chief?

Mr. AILES. The chief is not provided for in this appropriation.

Mr. BINGHAM. What did the position receive before?

Mr. AILES. Ten dollars a day.

Mr. BINGHAM. Does the assistant chief travel?

Mr. AILES. No, sir.

Mr. BINGHAM. He has no travel allowance; his work is office work wholly?

Mr. AILES. Yes; his work is office work. He has been there thirty years or more and is one of the most competent men I know of in the Treasury Department, and this is done in recognition of his long, valuable, and efficient service. Let me say in reply in general to other questions, that some of our divisions are embarrassed by the fact that

they have a small force, and therefore small opportunities for promoting the clerks of lower grades, and the result is when they get good men they can not keep them. They want to go to a division where favorable openings are offered.

Mr. LITTAUER. Does this imply the fact that you have too many divisions?

Mr. AILES. No, but if you take an office like the Auditor for the Post-Office Department, with 590 clerks, you will find that the deaths and dismissals and resignations give them a larger opportunity.

Mr. LITTAUER. It gives them a chance to recognize the services of those who are left?

Mr. AILES. The head of that bureau may have his eye on, say, Mr. Dankin, and say "I know where there is a man who has developed into a high state of efficiency," and he will say "Mr. Dankin, you are getting \$900 in your office and I will give you \$1,000 if you will just come down to me;" and Mr. Dankin wants to go down, and generally it is in the interest of good administration to let him go, because he will be dissatisfied where he is, but it operates hard on the division from which he is sent.

#### OFFICES OF DISBURSING CLERKS.

Mr. BINGHAM. In what respect has the disbursing clerks' work increased that requires an additional clerk? With the increase that Congress has allowed you, or even assuming that they allowed you what you have in this bill, would that justify an additional clerk?

Mr. AILES. Not on that ground, but there have been vast increases in other directions. You, for instance, passed a public building bill and provided 128 public buildings and the disbursing clerks of the Treasury Department will have to pay out something like \$20,000,000 for this. The service in all directions for the last half dozen years has increased, not so much for clerical help, but the natural expansion of the service has resulted in largely increasing the appropriations.

Mr. HILLS. As a matter of fact there is sufficient work there almost for another disbursing clerk.

Mr. AILES. In another place I am going to ask for a disbursing clerk for the Marine-Hospital Service, and that will relieve the situation somewhat.

Mr. LITTAUER. So you will not need this extra clerk?

Mr. AILES. No, sir; this has nothing to do with the office of Disbursing Clerk Hobbs. The Treasury Department has only two disbursing clerks.

Mr. HILLS. To illustrate the condition, you take the appropriations for the pay of assistant custodians and janitors. Mr. Bartlett is so crowded with work very frequently that he can not get these rolls out and checked before the 12th, 13th, or 14th of the month, notwithstanding the fact that he gets them in his office anywhere from the 1st to the 5th. That embarrasses the people outside who represent a class of laborers and firemen and elevator conductors, and are men who need the money as soon as they can get it.

Mr. LITTAUER. You pay once a month?

Mr. HILLS. Yes, sir; these people I speak of are paid by check, but the people in the Department are paid by money twice a month.

## OFFICE OF THE SUPERVISING ARCHITECT.

Mr. AILES. In the office of the Supervising Architect we want \$50,000 more for that office. It is justified by the additional work imposed under the building bill. You merely make available for the use of the Supervising Architect's office such an amount of this \$50,000 as will pay for the additional help required in that office. With the 128 new buildings you will see at once it makes it necessary to increase the force in that office.

## OFFICE OF THE COMPTROLLER OF THE TREASURY.

Mr. LITTAUER. There is nothing there except a change in the verbiage.

Mr. AILES. I do not know the reason for that.

Mr. LITTAUER. Well, go on to the office of the Auditor for the Treasury Department.

## OFFICE OF AUDITOR FOR THE TREASURY DEPARTMENT.

Mr. AILES. He says in a report to me that the internal-revenue accounts for 1900 and 1901 numbered 17,001 and 17,376, respectively, and for the fiscal year 1902 they were 73,000, and that the business for the present and next fiscal year will be likely up to 1902. The trouble with the Auditor is that he wants four additional clerks at \$1,000 each. Congress at its last session passed a bill, or in some act which became a law provision was made, for rebates of taxes which have been collected on tobacco, known as tobacco rebates.

Now, there are 60,000 of those claims being passed upon by the Commissioner of Internal Revenue, and every one must be passed upon by the Auditor for the Treasury Department. He states the accounts and makes the settlements. You can not have such a volume of work as that shifted on an office working to its full capacity without making this additional request. I think he is thoroughly justified.

Mr. LITTAUER. Does that apply to the four clerks wanted additional at \$1,000 each?

Mr. AILES. Yes; it is a straight increase of four clerks at \$1,000 each.

Mr. LITTAUER. How long will it take before these claims will be out of the way?

Mr. AILES. I do not think it will take the whole of the next fiscal year.

Mr. LITTAUER. Then, ought not we to make that addition of four clerks simply apply for the coming year?

Mr. AILES. This is only one of the reasons I might advance for the increase, but you can put down as a safe proposition these offices are working at about the limit from year to year and we are getting to need more help.

Mr. LITTAUER. But this is a very enormous increase, from \$17,000 to \$73,000.

Mr. AILES. I was speaking of the office of the Auditor for the Treasury.

## OFFICE OF AUDITOR FOR THE WAR DEPARTMENT.

Last year we recommended a reduction in the force of the office of the Auditor for the War Department to the number of 18. They were on the temporary roll. That work was falling off because war expenditures were being settled and gotten out of the way, but the committee did not think they ought to reduce the temporary force last year and they left the clerks with us. Now I have 6 of them detailed to the office of the Auditor for the Navy Department. The work in the office of the Auditor for the Navy Department is increasing, because you are increasing the Navy very rapidly and their expenditures have gone from something like \$65,000,000 to something like \$80,000,000 or \$90,000,000 within the last two or three years.

Now he can not keep up. He appeals to the Department constantly for detailed help and I have sent 6 clerks from the office of the Auditor of the War Department. Now I propose to suggest to drop these 6 clerks from the office of the Auditor of the War Department. I had a statement which I left at the office of just how they were. I think there are 4 at \$1,600 and 2 at \$1,200. If you will allow me I will send it to Mr. Courts, the clerk of the committee. (See page —.) That statement shows just what this reduction will be. Then the Auditor has another complaint which is founded in justice, and that is his office is underpaid in comparison with other offices. I think that is notoriously so. He explains that he can not hold his clerks of minor grades unless he puts them on the same basis as you do the other offices.

Mr. LIVINGSTON. Will this do it?

Mr. AILES. Yes, sir; it will.

Mr. LITTAUER. How do you regard this recommendation of last year that 18 should be dropped from the Auditor's office of the War Department, when now you say but 6?

Mr. AILES. Yes; I have others detailed to some other offices.

Mr. LITTAUER. Should not we get this as near as we can to exact present needs by taking out from this office and adding on to the others?

Mr. AILES. Yes; I think that would be fair. Of course, the Department is always reluctant to let anything go——

Mr. LITTAUER. It would give more fair consideration to other requests?

Mr. AILES. I think I can find here and there a clerk that we can drop out. I do not know anything except as to these six just now.

Mr. LITTAUER. Will you take the matter up?

Mr. AILES. I will do so with pleasure.

## OFFICE OF AUDITOR FOR THE INTERIOR DEPARTMENT.

The Auditor says in a statement to me that in 1894 he had 130 employees, while at present he has only 124; that a year ago he had 122, and three years ago he had 119. He says that these reductions were made upon his own recommendation, or at least while he was connected with the office as Deputy Auditor, and he says now it was a very serious mistake and his office is undermanned. I think it is, and I am personally acquainted with the situation there. I know he is making extraordinary efforts to better the examination of pension vouchers, which have been passed upon in a perfunctory way until recently.

Then there has been some additional work assigned to him. The Census Bureau he says has become a permanent institution, and the settlement of its accounts requires much additional work in his office. It is almost a department.

Mr. LITTAUER. How does this provide for that, by adding four clerks at \$1,000 each?

Mr. AILES. Yes.

Mr. LITTAUER. What is the necessity for this increase of skilled laborers. This is merely a promotion.

Mr. AILES. He says here in his report that some of these laborers are doing work which is in violation of the law.

Mr. LITTAUER. You mean the civil-service law?

Mr. AILES. Yes, sir. As to this recommendation, since it applies to persons who are doing laborers' work, I do not know how they are going to get the benefit out of it if he calls them skilled laborers.

Mr. LIVINGSTON. They would not let them make a promotion without examination, that is the civil-service law.

#### OFFICE OF AUDITOR FOR STATE AND OTHER DEPARTMENTS.

Mr. LITTAUER. They want an examiner at \$2,000 in the office of the Auditor for the State and other Departments. For what purpose?

Mr. AILES. He says "Accounts are settled by this office of some 20 executive departments or separate branches of the Government, situated in the District of Columbia. Each one of these branches is a separate establishment, has its own disbursing officer, who disburses from 1 to 40 appropriations. There are also under the District government some 17 charitable institutions, each of which has its own treasurer, who renders accounts direct to this office. Under the terms of the act of February 19, 1897, the books, papers, etc., of each one of the disbursing officers referred to should at intervals be examined and checked up. It is impracticable to do this in a satisfactory manner by the regular clerical force of the office.

The settlements of these accounts in the office are made, of course, by different clerks, and each becomes familiar with the appropriations which he handles from month to month, and under the present system it is necessary to detail these clerks to make the required examination, which takes them from their regular work at their desks quite a good deal of the time. It would therefore be very much cheaper to the Government and more satisfactory in the results to have an accountant, etc.

Mr. LITTAUER. Simply to do the work more thoroughly?

Mr. AILES. He would presumably make these examinations which these clerks are now detailed to do. He also asks for two additional \$1,800 clerks, and his argument for that is this: He has two \$1,800 clerks detailed to his office, one from the office of the Auditor for the War Department, which you may drop and provide for as of the office of the State and other Departments. As to the other \$1,800 clerk, Mr. MacLennan, Chief of the Division of Bookkeeping and Warrants, has appealed to allow that to stand so he can have his man back. We have detailed a man from that division up to the Auditor to help him out. This is in line with the demands the Department has had to meet; we have had to shift the force a good deal. You know from what Mr. Hills has said how much stress we have had to undergo. We have had to have a force we could mobilize at weak points.

Mr. LITTAUER. There is a necessity for these 14 men?

Mr. AILES. Yes, sir; and I might say this—that if the new department of commerce is established, its accounts will have to be settled in this Auditor's office, which will add very considerably to the work of the Auditor of the State and other Departments.

Mr. LITTAUER. It would take off work elsewhere?

Mr. AILES. You do not feel it when you take it off.

OFFICE OF AUDITOR FOR POST-OFFICE DEPARTMENT.

He asks for 10 additional clerks of class 4, constituting as he says the only numerical increase in the present force. He says:

During the past five years our work has increased 66 per cent, while the clerical force has only increased 25 per cent. An increase in this grade would only place our classification on a fair basis among higher grades of clerks. We have now only 28 clerks of class 4 in a total of 594 employees; there are 60 clerks of class 3, hence, in natural order of events less than half can hope for promotion. Many of them of long service and the highest efficiency, are still in the prime of vigor and usefulness, and are performing duties second in importance to none in any bureau or department. Promotions would naturally follow down to the \$900 clerks the subordinate grades.

He also requests that 65 of the skilled laborers now on his roll be raised from \$660 to \$700 per annum. Those clerks are engaged in assorting the old money orders. That is a very small increase. The chief of the division came up to see me a day or two ago and told me he thought that it ought to be done, as some clerks doing the same work in the office are getting \$720 and the others \$660.

Mr. BINGHAM. A pretty big jump.

Mr. AILES. Let us see; that is \$60 a year, which is an increase of \$5 a month apiece.

Mr. BINGHAM. Has any additional work been given them other than the work they now do?

Mr. AILES. No.

Mr. BINGHAM. They are under civil service?

Mr. AILES. Yes.

Mr. LIVINGSTON. You must remember those people are at the bottom of the line and they are the last dog to get a crumb.

Mr. LITTAUER. He has asked also the increase of a law clerk to the amount of \$250 and the disbursing clerk \$250. Does he make any remark on that? That is simply an increase of salary?

Mr. AILES. Of course the work has greatly increased in his office and the work of the disbursing clerk has therefore increased, and he thinks this law clerk should have his salary increased. There are legal questions constantly arising, and he has made an appeal to the Department which satisfied the Secretary in making this estimate.

Mr. BINGHAM. A skilled laborer is no different from another laborer in work?

Mr. AILES. Yes, sir.

Mr. BINGHAM. In calling for a man from the civil-service examination, when you call for a skilled laborer, what do you give him to do—nothing technical, nothing mechanical?

Mr. AILES. No.

Mr. LIVINGSTON. But he is entitled to a higher salary?

Mr. AILES. The title is really a misnomer. It indicates classified work, and it would be better to call him a classified laborer, because—

Mr. BINGHAM. A man who loads a box on a truck is a skilled laborer?

Mr. AILES. No, sir; he is a mere laborer engaged in manual labor.

Mr. BINGHAM. What is a skilled laborer?

Mr. AILES. The difference is one of classification. Now, for instance, in the Bureau of Engraving and Printing there are men skilled in the trades—plumbers, etc.—

Mr. HILLS. If in the chief clerk's office we want a skilled laborer we call on the Civil Service Commission for a skilled laborer, a man who has had experience, say in the electrical business or the plumbing business, and as a result we get a man who has experience in either one of those lines. It is about the same way at the Bureau; it is the intention, at least.

Mr. LIVINGSTON. There is an examination by the Civil Service Commission for a skilled laborer and none for an ordinary laborer?

Mr. HILLS. We are under registration now for ordinary laborers.

Mr. BINGHAM. As I understand, this force handles the money orders, which requires ability to read and facility and quickness of hand and sufficient education to discriminate?

Mr. AILES. Yes, sir; and it requires youth.

Mr. TAYLOR. It requires youth to stand the monotony of it?

Mr. AILES. Yes, sir.

OFFICE OF THE REGISTER OF THE TREASURY.

Mr. BINGHAM. The next item is "Office of the Register of the Treasury?"

Mr. AILES. The assistant register desires an increase in his pay, or rather an increase is desired for him, of \$250, making his salary \$2,500 instead of \$2,250. That would put him on a par with deputy auditors and other officers of similar standing and responsibility in the Department. He is a very capable young colored man, and he is the assistant to Register Lyons, who has appealed for this advance.

Mr. TAYLOR. This office is not crowded with work?

Mr. AILES. Yes, sir. The same reason that Treasurer Roberts has undoubtedly given you for the increase of work in his office applies to the Register's office and to some other branches. In the redemption of United States paper notes, the notes that are worn, and mutilated, and sent in for exchange are cut in two, and one half sent to the Secretary of the Treasury and the other half sent to the Register. As redemption increases, so increases the work of those two offices. I am maintaining a part of the Register's office to-day, that has to do with the counting of these half notes, by detail from the Bureau of Engraving and Printing. They check upon each other, and we would not want to give up the system for anything in the world. In other words, we are robbing for the time being the appropriation for the Bureau of Engraving and Printing. That appropriation should not be used, in my judgment, for printing anything but United States silver certificates, and we do not like to do it. However, it is justified because the employees are engaged upon a product of the Bureau, and if we stopped one it would stop all. We will return the people to the Bureau if this increase is allowed. I have asked for nine counters.

Mr. LITTAUER. You have asked for nine counters and one additional laborer?

Mr. AILES. That work is being performed by details from the Bureau of Engraving and Printing, and the details will be returned to the



bureau and put back to their own work, if you will allow the increase of force in this office. The Register also appeals for an increase in the salary of the vault clerk to make it uniform with the salaries of other vault clerks.

Mr. LITTAUER. What is the necessity of continuing the additional force rendered necessary incident to the war with Spain in the office of the Register of the Treasury, \$6,600?

Mr. AILES. That force has become a part of the regular force of the office.

Mr. LITTAUER. Should it not then be changed and the number of clerks added to the list of the regular clerks?

Mr. AILES. I do not think it would make any particular difference as to just how you appropriate for them. I know they are needed. Mr. Hills prompts me in regard to the vault clerk. He says that the vault clerk is in charge of all the coupon bonds of the United States and, as these bonds pass by mere delivery, you can see the position is one of great responsibility. That is an additional reason for asking for the increase.

#### LIGHT-HOUSE BOARD.

Mr. BINGHAM. The next item is "The Light-house Board," on page 83.

Mr. AILES. This service asks for an increase. Mr. Courts do you read that increase readily?

Mr. COURTS. They want a bookkeeper at \$1,800 and drop one clerk at \$1,600. That is the first proposition.

Mr. AILES. The reason for that request is that they want the bookkeeper in their office paid the salary received by the highest grade of bookkeeper in other offices. We pay \$2,000 to first-class bookkeepers in Mr. MacLennan's division.

Mr. BINGHAM. Why do you want the word "chief" inserted in the paragraph? Is he not the only accountant in that bureau?

Mr. HILLS. Yes, sir.

Mr. BINGHAM. Why should the word "chief" be inserted? Is that not intended to be a designation so that a little later on some other accountant can get a little raise in salary? There is no special reason for that?

Mr. AILES. No, sir.

Mr. LITTAUER. What about the increase in the salary of the draftsman?

Mr. AILES. That is simply a promotion.

Mr. LITTAUER. For what reason do you ask for the additional clerk? Is the work of this bureau up to date?

Mr. AILES. No, sir.

Mr. LITTAUER. Are there any details?

Mr. AILES. Yes, sir. There have been assignments of persons under the emergency clause not to exceed thirty days. The chief clerk is always appealing for more help. I think that quite probably I may have detailed a clerk from the office of the Auditor for the War Department who might be dropped. I will look into that and report on it later.

#### LIFE-SAVING SERVICE.

Mr. BINGHAM. The next item is "Office of Life-Saving Service?"

Mr. AILES. Mr. Kimball, the General Superintendent of the Service, asks for an increase of two \$1,800 clerks.

Mr. LITTAUER. Two at \$1,600 and one at \$1,400.

Mr. AILES. Mr. Kimball has found it very difficult to keep efficient clerks. He says—

The estimate for salaries in the office of the Life-Saving Service does not provide for an increase in the number of clerks now on the rolls of the office, which is 22, but provides for two additional clerks of class 3 and one additional clerk of class 2 in lieu of three clerks of the \$900 grade to be dropped. The work of the office is chiefly of an administrative character, involving more than ordinary clerical ability, and the clerkships of higher grade in the office being very few, and the chances of promotion correspondingly small, it is found difficult to retain good men, on account of offers of higher salaries made to them from other offices after having received here clerical training and experience which make their services more valuable here than elsewhere.

This office has suffered greatly from the loss of clerks who, after becoming useful by their acquaintance with the duties of the office and their training and experience therein, have been taken away by the offer of promotion in other offices, and whose places have had to be filled by new clerks, who in their turn had to be taught and trained for their duties. Within the last four years the office has been deprived in this way of no less than nine valuable clerks out of a clerical force that is barely sufficient to keep up the current work under favorable circumstances; and unless some provision is made that will enable the office to offer some inducement in the way of promotion to deserving clerks an addition to the force would seem to be the only alternative. It is manifestly to the interest of the Government that those clerks who, on account of their experience, ability, and skill, are able to transact the business of the office expeditiously and accurately should be entirely occupied in discharging the current work without being subjected to constant interruptions for the purpose of teaching and training new men, only to have the latter leave for other offices offering higher salaries just as their services are beginning to be efficient. A number of the clerks who have thus left the office were peculiarly adapted to the character of the business here. The office has also suffered great embarrassment by being unable to retain stenographers who were becoming extremely useful, not only on account of their skill in their profession, but also on account of their acquired experience in the business of the office. It is to provide against a continuance of these harmful conditions that this estimate is submitted.

Mr. BINGHAM. Is there any other statement to make on that paragraph?

Mr. AILES. No, sir; I do not think so.

#### BUREAU OF NAVIGATION.

Mr. AILES. The Commissioner of Navigation wants a deputy commissioner.

Mr. BINGHAM. The Commissioner has a deputy commissioner now?

Mr. AILES. The deputy commissioner is an old clerk who has been in the Treasury a great many years, and I think he is, like the old clerks, a little bit afraid to be classed too high for fear somebody will come along and supersede him. He is very faithful and valuable.

Mr. BINGHAM. The creation of this new office is intended for the same party who is now holding the position?

Mr. AILES. I think so.

Mr. LITTAUER. Are you sure that a deputy commissioner is not to be appointed by the President?

Mr. AILES. Yes, sir.

Mr. LIVINGSTON. How can you prevent it?

Mr. AILES. The Director of the Bureau of Engraving and Printing is appointed by the Secretary of the Treasury and not by the President. It does not depend upon the salary.

Mr. TAYLOR. If we change it to "deputy commissioner" would it affect this man?

Mr. AILES. No, sir.

Mr. BINGHAM. Suppose we should enact this language into legislation, would it in any wise change his salary or his work?

Mr. AILES. No, sir; it would not change the tenure or the work.

#### BUREAU OF ENGRAVING AND PRINTING.

Mr. BINGHAM. The next item is "Bureau of Engraving and Printing."

Mr. AILES. They ask for the promotion of the accountant from \$2,250 to \$2,500 a year, and for the promotion of the stenographer from \$1,600 to \$1,800, and propose to drop one laborer at \$660, thus making a net reduction of \$210. That dropping of the laborer, I presume, is to induce the committee to grant the increases asked for. The accountant has been in the Bureau a great many years. He has substantially \$3,000,000 now to keep track of and is an exceedingly valuable officer. His computations relate to the cost of printing materials and work, and I do not think he would be overpaid if you gave him \$250 more. The same may be said of the stenographer, who acts as stenographer both to the director and the assistant director. He has developed into a man familiar with every branch of the service and is exceedingly valuable. There is no other way of giving him \$1,800, unless the committee grants the \$200 asked for. It would make him a fourth-class clerk.

#### BUREAU OF STATISTICS.

Mr. BINGHAM. The next item is "Bureau of Statistics."

Mr. LIVINGSTON. What is this man called, "chief," or what?

Mr. AILES. "Chief of the Bureau of Statistics."

Mr. LIVINGSTON. And you propose to increase his salary \$500?

Mr. AILES. The proposition is to increase his salary from \$3,500 to \$4,000. That would make his salary substantially the same as other Bureau officers in the Department. Mr. Hills suggested, Why should not we give this officer a title? He is legally designated as "officer in charge of the Bureau of Statistics."

Mr. LIVINGSTON. Why not call him "Chief of the Bureau of Statistics?"

Mr. BINGHAM. His salary was raised two years ago?

Mr. AILES. I think it was.

Mr. BINGHAM. It was raised \$500?

Mr. AILES. I think it was.

Mr. LITTAUER. Is there any reason given for the necessity of the additional messenger?

Mr. AILES. The chief of the Bureau of Statistics says:

With respect to the increase of one assistant messenger and one laborer, I have to state that the amount of work thrown upon the messenger and laboring force of this Bureau is very great and has been increasing rapidly during the last few years. There are a great many documents to be put up, all of which work is done by the messenger and laboring force, and this work has increased fully 50 per cent in the past two years, owing to the increase in number and size of the monthly and annual publications; also, twice each week a mimeograph of matter for the press is struck off upon the mimeograph printing machine, comprising usually two pages for each issue. This work requires the time of the messenger and laboring force more than one day each week. There is a great deal of time required of the messengers and laborers in taking proof and copy from and to the Government Printing Office for the purpose of expediting and printing; also, since the record books and reports of the Bureau have

been filed in the building on E street, between Ninth and Tenth streets, a considerable amount of time of the messenger and laboring force is occupied in going to that building for reports and data which, owing to the limited file space in this office, we are obliged to keep there. The calls for information from Congress are very frequent, requiring the services of a special messenger to carry the information to the applicants, and in many ways the expansion of the work of the Bureau and calls upon it for information have largely increased the work of the messenger and laboring force, which is constantly employed.

Mr. BINGHAM. I see he increases his estimate "For payment of the services of experts, etc., \$1,000?"

Mr. AILES. In regard to that item the chief of the Bureau says:

With respect to the increase of \$1,000 in the appropriation for the collection of facts in regard to internal and foreign commerce, the amount hitherto appropriated, \$1,000, is entirely inadequate for collecting the additional useful facts and information which I propose to collect during the coming year to supplement the data which have been collected under prior appropriations and which have been found so useful. I propose to extend the important work of collecting information in regard to the movement of merchandise and tonnage on the Great Lakes and shipments at leading central points, by collecting all the information possible in regard to the coastwise trade on the Atlantic, Gulf, and Pacific coasts. In order to do this it is essential that the current appropriation should be increased.

Mr. AILES. Then he has an item of \$6,000, "For collection and compilation of statistics of the foreign commerce and production of Porto Rico and the Philippine Islands, prior to 1898." The chief says:

Available information regarding the commerce and productions of these islands prior to occupation by the United States is extremely fragmentary and unsatisfactory, and this Bureau has received and continues to receive many calls for information of this character which it is unable to satisfactorily answer from any data now available. I have reason to believe that a systematic attempt to collect and compile this information from the records of the islands and from the earlier publications of the Spanish Government would make possible the preparation of a complete statistical record for a sufficient term of years to prove of great value, both for purposes of record and for persons engaging in or proposing to engage in commerce with or the development of those islands.

#### SECRET SERVICE DIVISION.

Mr. BINGHAM. The next item is "Secret Service Division.

Mr. AILES. We have asked for one additional clerk at \$900 and one clerk at \$1,600. We have asked that the appropriation for this division be doubled this year—that you give \$200,000 instead of \$100,000—and when I left the Department this morning Secretary Shaw especially requested me to ask you to grant the additional appropriation for the Secret Service. The appropriation for this division now limits its operation in the detection and prevention of counterfeiting. As a matter of fact, the Secret Service is engaged in looking after the President constantly, and it is called upon to do a great deal of work for other departments for which it is usually reimbursed.

Mr. LITTAUER. What is the necessity for the increase in the clerical force?

Mr. AILES. The Bureau is instituting what is called the Bertillon system, the French system of measurement. To be thoroughly up to date, they ought to have that. The system has proved to be very successful in France and other countries. They are thinking of adopting the system also in the Immigration Bureau to apply to the Chinese. Photographs are not sufficient, but measurements would be.

## PUBLIC HEALTH AND MARINE-HOSPITAL SERVICE.

Mr. BINGHAM. The next item is, "Office of Supervising Surgeon-General of Public Health and Marine-Hospital Service," on page 91 of the bill.

Mr. AILES. Doctor Wyman for several years has wanted to have his chief clerk made a disbursing officer. I think his reasons are potent. We find that on account of the overcrowded conditions of the office of Major Bartlett, one of the disbursing clerks in the Treasury Department, that Doctor Wyman complains of the delay in the settlement of accounts. His officers in the field purchase supplies, and the persons from whom they purchase submit their bills, and there is delay in their payment.

Mr. BINGHAM. You will observe that Doctor Wyman asks for an additional \$750 for the disbursing agent?

Mr. AILES. Yes, sir.

Mr. BINGHAM. Has there been any legislation wherein the responsibilities or work of this clerk have increased?

Mr. HILLS. This language makes the chief clerk a disbursing agent, in addition to his duties as chief clerk.

Mr. AILES. I will say that there has been legislation during the past year which has very considerably increased the work. The Marine-Hospital Service has been made a public health service by an act of the last session of this Congress. It is proposed to make this man a disbursing clerk in addition to his duties as chief clerk.

## STEAMBOAT-INSPECTION SERVICE.

Mr. BINGHAM. The next item is "Office Supervising Inspector-General Steamboat-Inspection Service."

Mr. AILES. That office asks for an increase in the salary of its chief clerk from \$1,800 to \$2,000. I think that is a very just request. That officer, who receives only the pay of a fourth-class clerk, acts as inspector-general during the absence of the Supervising Inspector-General. It is a small increase, and there is not another chief clerk in the department receiving such small pay.

Mr. LITTAUER. "During the absence of the Supervising Inspector-General." Does the Supervising Inspector-General travel about?

Mr. AILES. Yes, sir; he travels from district to district. His service is divided into districts, covering the entire United States, and he visits the districts in case of disaster or on annual inspection tours. Then he leaves the office in charge of this man. The responsibility is sufficient to warrant the increase.

## BUREAU OF IMMIGRATION.

Mr. BINGHAM. The next item is "Bureau of Immigration."

Mr. AILES. The Department requests an increase in the salary of the chief clerk of this office from \$2,500 to \$2,750 a year. This office is one of growing importance, and its chief clerk also acts as Commissioner-General of Immigration in the absence of the Commissioner-General. He has great responsibility in that direction and his chief, General Sargent, feels that he ought to receive \$2,750 a year.

Mr. HEMENWAY. When was that salary increased last?

Mr. AILES. Last year.

Mr. HEMENWAY. How much?

Mr. AILES. \$250, I think.

Mr. LIVINGSTON. Why do you call him "chief clerk?" Why do you not call him "Assistant Commissioner-General?"

Mr. AILES. In the organic act he was called chief clerk, and the designation has been continued ever since.

Mr. LIVINGSTON. Why not change it now?

Mr. AILES. I should be willing to do so.

Mr. BINGHAM. Mr. Secretary, what is a "confidential clerk?" I see you ask an increase in salary of a confidential clerk from \$1,200 to \$1,800. What is a confidential clerk? You have them now.

Mr. AILES. I have a good many who ought to be confidential clerks.

Mr. BINGHAM. A confidential clerk is in fact a private secretary?

Mr. AILES. Yes, sir; he is, in fact, a private secretary.

Mr. LITTAUER. What is the reason for the change in calling the "statistician and stenographer, with power to act as immigrant inspector," "statistical clerk?" He has the special power given him to act as inspector?

Mr. AILES. I must confess that I am not furnished with the reason for that. That does not involve an increase in the expenditure, however.

Mr. LITTAUER. You can not explain whether it adds to or deducts from his duties?

Mr. AILES. No, unless it takes away his power to act as immigrant inspector.

Mr. LITTAUER. For which the salary at some time has probably been increased?

Mr. AILES. The salary has been increased in all probability.

Mr. BINGHAM. Your next amendment is that the additional employees estimated for shall "be immediately available." What condition of affairs exists to cause this request?

Mr. AILES. The Chinese-exclusion business has been transferred from the division of special agents to the office of the Commissioner-General of Immigration, and he appeals for this increase on that ground.

Mr. BINGHAM. Have you any memorandum on that point?

Mr. AILES. Yes, sir; I will submit it.

The memorandum submitted by Mr. Ailes is as follows:

#### ENFORCEMENT OF THE CHINESE-EXCLUSION ACTS.

As the administration of the Chinese-exclusion acts at the various seaports becomes more effective, persons of that race desiring to obtain unlawful entry into the United States are driven to seek admission by proceeding to foreign contiguous territory and crossing therefrom overland. This tendency has shown itself in a marked degree of late. The Bureau has, furthermore, information to the effect that a trans-Pacific line of steamers is projected which will have a terminal point in Lower California, thus affording Chinese persons access to a country to which they are freely admitted and from which they can easily gain access to this country unless vigorous preventive measures are taken. There are now very many Chinese in Mexico, some of whom successfully evade the inspectors located along the boundary and effect entry to the United States. A number of such have been arrested and deported at the expense of the appropriation, but doubtless there are many others resident in this country unlawfully who could be discovered and returned to their own country if the appro-

priations were sufficient in amount to defray the expense of so doing. It will be necessary, therefore, for the Department to largely increase the official force located along the boundary lines in order to make the barrier against such unlawful entry effective.

I must therefore urge that the appropriation for the enforcement of the Chinese-exclusion acts for the coming fiscal year be made not less than that specified in the accompanying estimate.

Respectfully,

F. P. SARGENT,  
*Commissioner-General.*

Approved:

H. A. TAYLOR,  
*Assistant Secretary.*

#### OFFICE OF THE DIRECTOR OF THE MINT.

Mr. BINGHAM. On page 89, under "Office of the Director of the Mint," an increase is asked for in the salary of the translator from \$1,400 to \$2,000?

Mr. AILES. They have such a man in that bureau now. He is getting \$1,400 a year. It is proposed to increase his salary to \$2,000. It is difficult to get a man having the qualifications unless we can pay him a little more than we have been doing.

Mr. LITTAUER. What does he translate?

Mr. AILES. Publications in regard to the production of gold and silver in other countries. The Director of the Mint is required to issue a report on the precious metals produced in the world, and they get these reports in all sorts of languages. In addition to the translator, the Director of the Mint asks for one clerk of class three, and makes a reduction of one clerk of class two.

Mr. LITTAUER. That is a promotion?

Mr. AILES. Yes, sir.

Mr. LITTAUER. That is in addition to the translator?

Mr. AILES. Yes, sir.

Mr. LITTAUER. And for the translator he asks an increase to \$2,000?

Mr. AILES. Yes, sir. The Director of the Mint says:

Great difficulty has been experienced in obtaining the services of a competent person for the position of translator at the present salary provided for the same, viz, \$1,400. The person to properly fill this place is required to be able to translate correctly, and also to be familiar with the technical terms employed in mining and manipulating the precious metals, as well as versed on financial subjects generally. and an increase is requested of \$600, making the salary \$2,000 per annum.

At present this Bureau has two clerks of class two. It is desired that, in the interests of the public service, a change be made, and that the Bureau be given a clerk of class three.

Mr. BINGHAM. That covers all you desire to say?

Mr. AILES. Yes, sir. Mr. Hills has charge of the contingent expenses in the Treasury Department, and is very much more familiar than I am with them.

#### CONTINGENT EXPENSES.

Mr. BINGHAM. You have charge of all the items on page 94, Mr. Chief Clerk?

Mr. HILLS. Yes, sir.

Mr. LITTAUER. You begin with an increase for stationery?

Mr. HILLS. Yes, sir. That represents the amount appropriated for 1902. We shall have a deficiency this year of \$8,000.

Mr. BINGHAM. You will ask for a deficiency this year?

Mr. HILLS. Yes, sir.

Mr. BINGHAM. How much?

Mr. HILLS. \$8,000.

Mr. BINGHAM. The same as you had last year?

Mr. HILLS. Yes, sir.

Mr. BINGHAM. For next year you are only asking what the law now allows and the amount you expect the deficiency to be?

Mr. HILLS. That is it, precisely.

Mr. BINGHAM. What is the cause of this increase?

Mr. HILLS. It is on account of the great increase in the business of the Department, arising from the conditions throughout the country, the prosperity. The business of the Department has increased 30 per cent in the last four years without a corresponding increase in the appropriations.

Mr. BINGHAM. In the item "For newspapers, law books, city directories, etc.," there is an increase asked of \$300?

Mr. HILLS. That is a very small increase.

Mr. LITTAUER. Are you going to have a deficiency?

Mr. HILLS. No, sir; not if I can avoid it. From that appropriation we buy law books, city directories, and a thousand and one books of reference that are indispensable to the business of the Department. We ought to have \$1,500. I am denying now, so far as I can, requisitions that should be approved.

Mr. BINGHAM. Why do you put in the words "in connection therewith" in the paragraph "For investigation of accounts and records, etc.," on page 95?

Mr. HILLS. I do not know why that language was inserted. I am sure it is not important.

Mr. BINGHAM. Have you had trouble with the Comptroller?

Mr. HILLS. No, sir.

Mr. BINGHAM. The next item is for "Freight, express, telegraph, and telephone service," and you ask an increase of \$2,000?

Mr. HILLS. That item speaks for itself; it is on account of the increased business of the Department.

Mr. BINGHAM. Will there be a deficiency in that item?

Mr. HILLS. Yes, sir; undoubtedly.

Mr. BINGHAM. Because of additional work?

Mr. HILLS. Yes, sir; the amount of telegraphing has been unprecedented and there has never been anything like it in the history of the Department.

Mr. BINGHAM. The next item is, "For rent of buildings." Do you rent any buildings?

Mr. HILLS. Yes, sir. You see there is a deficiency of \$6,500, making the appropriation \$18,894. The difference between that amount and the estimate is accounted for in this way. The Chief of the Bureau of Statistics wants additional room, which will cost him \$600. He says that the quarters assigned him in the Adams Building, across the street from the Ebbitt House, are inadequate, and that will involve an expenditure of \$600. We had an estimate in the deficiency bill for a building on Thirteenth street, but a part of the rent did not begin until the 1st of September, and for that reason we did not make an estimate for the whole year. I think the appropriation is very necessary.



Mr. BINGHAM. In the item "For purchase of horses and wagons, etc.," you ask an increase of \$500?

Mr. HILLS. Yes, sir; that arises from the increased cost of forage and the advance generally in connection with the repairs to wagons and harness, etc. It is a very small increase, only \$500, but it is very essential that we should have it.

Mr. LITTAUER. I notice on page 98 that you want an increase for coal and wood?

Mr. HILLS. That does not need an explanation.

Mr. LITTAUER. Do you expect that condition to continue?

Mr. HILLS. We undoubtedly never will see cheap coal in this country again.

Mr. BINGHAM. I suppose as to the increase in the item "For purchase of gas, electric current for lighting, etc.," the same argument applies?

Mr. HILLS. Yes, sir.

Mr. LITTAUER. What is this new machine or this new way of stamping that you ask an extra appropriation for on page 99?

Mr. HILLS. It is proposed to introduce into the several large offices time clocks with stamp machines to indicate the arrival of each piece of mail.

Mr. LITTAUER. How many have you in the Department?

Mr. HILLS. I think there are four.

Mr. LITTAUER. How long will this appropriation have to run?

Mr. HILLS. We buy the machines outright; we buy the clocks.

Mr. LITTAUER. What rental do you pay for the four which you now have?

Mr. HILLS. We bought them.

Mr. LITTAUER. You want to rent tabulating machines, I notice?

Mr. HILLS. That is for the Bureau of Statistics; you can not purchase them. They are the same as are used in the Census Office.

Mr. HEMENWAY. Can not you get the machines from the Census Office?

Mr. HILLS. The company only rents the machines.

Mr. BINGHAM. How many will this appropriation give you?

Mr. HILLS. Only one tabulating machine; that is, the annual rental.

Mr. LIVINGSTON. You have an item at the top of page 101.

Mr. HILLS. That is merely transferring the accounts from the authority of the Postmaster-General to the jurisdiction of the Secretary of the Treasury, so that the accounts, instead of being audited by the Auditor for the Post-Office Department, shall be audited by the Auditor for the Treasury Department. Now, the Auditor for the Post-Office Department incurs the expense and then turns around and audits his accounts. There is no check on the accounts at all. I think it would be a very wise thing to transfer those accounts to the supervision of the Secretary of the Treasury.

Mr. HEMENWAY. Is there any objection to this transfer?

Mr. HILLS. I do not think they can present any good argument against the transfer.

Mr. LITTAUER. Where is this work done—in the Treasury building?

Mr. HILLS. In the Post-Office building; that is where the Auditor of the Post-Office Department is. I think you will find that they are very anxious to rid themselves of the burden.

TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
Washington, December 5, 1902.

*Chairman Committee on Appropriations, House of Representatives.*

SIR: Referring to the promise made yesterday by Mr. Assistant Secretary Ailes, of this Department, to the subcommittee on the legislative, executive, and judicial bill, to furnish a list of persons detailed from the office of the Auditor for the War Department, to other bureaus of the Department, you are informed that Mr. F. C. Campbell, C. L. Hoy, Frank King, and H. C. Perdue, all clerks of class 3, \$1,600, and R. E. Andros and Miss J. Bartlett, clerks of class 1, \$1,200, are detailed to the office of the Auditor for the Navy Department, and that if an equivalent increase is made in the force of this office the places occupied by these clerks may be dropped from the appropriation for the office of the Auditor for the War Department.

Mr. Frith Hiortdahl, class 4, \$1,800, is detailed from the office of the Auditor for the War Department to the office of the Auditor for the State and other Departments. This place may also be dropped from the appropriation of the Auditor for the War Department if an equivalent place is added to the force of the office of the Auditor for the State and other Departments.

Mr. W. S. Richards, clerk, class 4, \$1,800, is detailed to the office of the Auditor for the State and other Departments from the Division of Bookkeeping and Warrants, Secretary's office, and it is desired that his services be retained in the Auditor's office, and for that purpose another clerkship of class 4, \$1,800, should be added to the force of that office. It is not desired, however, to drop the place in the Division of Bookkeeping and Warrants from which this detail is made, but to retain it on the roll of that division, where it will be appropriately filled after the transfer of Mr. Richards.

A number of other details are made from the office of the Auditor for the War Department to other bureaus of the Department, in which no increase of force has been estimated for, to help out with a pressure of work which may or may not be temporary. It is therefore deemed to be in the interest of the service that the places occupied by these detailed persons be continued in the office of the Auditor for the War Department, and it is so recommended.

Respectfully,

L. M. SHAW,  
*Secretary.*

THURSDAY, December 4, 1902.

OFFICE OF THE TREASURER OF THE UNITED STATES.

**STATEMENT OF ELLIS H. ROBERTS, TREASURER OF THE UNITED STATES.**

Mr. BINGHAM. For salaries in the Treasurer's office you are now allowed \$383,210. You have a subordinate force of 355. You ask for an increase of about \$10,000 and an increase in your force of 11. In that, I believe, there are several increases of salaries?

Mr. ROBERTS. There are but two increases.

Mr. BINGHAM. Is there any necessity for those increases?

Mr. ROBERTS. The first is on page 76, an increase of \$200 in the salary of the deputy assistant treasurer. He performs the duties of the Treasurer or of the Assistant Treasurer in case of the absence or inability of either of those officers. He also is regularly charged with other important duties, such as the oversight of the vaults and the maintenance of the efficiency of the Holmes electric protective system. He is a very valuable officer.

You will notice the cashier receives \$3,600, which is not too much and which is what it has been for several years. The deputy assistant treasurer is rather the ranking officer, and it occurred to me that it would be very reasonable and proper to give him \$200 more.

Mr. BINGHAM. Now, take the other increase.

Mr. ROBERTS. The other increase proposed is an addition of \$100 to the salary of one of the pressmen who acts as foreman. That item is near the bottom of page 77. The \$100 increase is designated to be a recognition of his foremanship and of his responsibility beyond that of the regular pressman.

Mr. LITTAUER. Do you detail any one of the 12 pressmen now to do that work?

Mr. ROBERTS. Yes, sir; we have detailed the same pressman for a number of years. As you can well see, there would be certain advantages in having a recognized foreman designated as such, and you can not very well make a difference in salary of less than \$100 a year.

Mr. LIVINGSTON. There is another increase on page 78.

Mr. ROBERTS. That is in the national-bank redemption agency. Will you consider that increase now?

Mr. LIVINGSTON. The committee is considering your increases all together. You have three increases instead of two.

Mr. ROBERTS. Very well.

Mr. BINGHAM. Now, Mr. Treasurer, please give us generally the reasons why you want an increase of force, giving us the lines of the new work, or the increase of work.

Mr. ROBERTS. First, I want to say that I only asked for what seemed to be absolutely necessary during this coming year to do the work of the office. We have erred heretofore in asking for less than we really needed, year by year.

Mr. LITTAUER. Will you explain to us how the increase of last year was used? You had an extraordinary increase last year of 91 in your office.

Mr. ROBERTS. It was used in this way: The demand for notes of small denominations had run up in an unparalleled way. If you will kindly refer to the report of the Treasurer, on page 34, you will notice that the pieces of currency issued have run up for a series of years from 30,000,000 pieces in 1890 to 56,000,000 pieces in 1895, 87,000,000 pieces in 1900, and 136,000,000 pieces in 1902. The demand for notes of smaller denominations is continuous and growing, but by reason of the appropriations of last year we are turning out now about enough to meet the demand.

Mr. BINGHAM. Has there been any cutting down of the work to which you have assigned the additional force for the current year?

Mr. ROBERTS. Quite the reverse.

Mr. BINGHAM. Is it to be a continuing work or assignment?

Mr. ROBERTS. In my judgment it will not only continue, but will increase.

Mr. BINGHAM. It will increase?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. Has there been any evidence of its increase?

Mr. ROBERTS. Yes, sir. I have stated the increase in the number of pieces prepared. If I may refer again to the Treasurer's report, page 35, there is a statement of the number of pieces issued. There were 91,000,000 pieces issued in the fiscal year 1901 and 116,000,000 pieces issued in the fiscal year 1902. To make more definite my answer to your question, I will say that in the first five months of the fiscal year 1901 there were received—I am speaking now of the redemption—27,500,000 pieces. In the same period in 1902 the number was 34,900,000, and in this current fiscal year, 44,000,000. That is to say,

in two years there has been an increase of 62 per cent. In November of 1900 the pieces redeemed numbered 4,200,000, and in November, 1902, it was 7,751,000, an increase of more than 50 per cent. Those are the redemptions.

Now, as to the pieces issued. In the first five months of 1901 there were 33,500,000 pieces; in 1902, 46,300,000 pieces, and in the current fiscal year 55,000,000 pieces. That is an increase of over 60 per cent compared with the five months of these three years. The redemptions will follow in about a year. The increase in the issues shows that there is first a continual increase in the number of pieces issued and then following a continual increase in the number of pieces redeemed.

MR. LITTAUER. Is the work of the Bureau up to date? Are you asking this increase to take care of work now in arrears, or is it for the continuing increase that you expect for the coming year?

MR. ROBERTS. A little of both. In the accounts division our work is not up as it ought to be, although we have 6 detailed clerks and we have been working nights.

MR. BINGHAM. You have 6 clerks detailed to work in your division?

MR. ROBERTS. Yes, sir.

MR. BINGHAM. Is any of your subordinate force drawn out of your office?

MR. ROBERTS. Yes, sir; two persons.

MR. BINGHAM. Where are they, with the Civil Service Commission?

MR. ROBERTS. No; one is in the office of the Auditor for the War Department, and the other is in the office of the Auditor for the Post-Office Department.

We strain every nerve to keep up the redemptions because we can issue new currency only in place of the old currency redeemed, and we are using daily every dollar of the redemptions for the issue of new paper. In the national bank redemption agency I am sorry to say the work is very considerably behind.

MR. BINGHAM. Should this allowance of clerks be given to your office, you would return the 6 clerks who are now detailed there?

MR. ROBERTS. Yes, sir.

MR. BINGHAM. You would give those detailed clerks up?

MR. ROBERTS. Yes, sir.

MR. BINGHAM. What clerks in this increase are most important to you? Suppose we only give you a part of the increase for which you ask, which are the most important?

MR. ROBERTS. If you only give me a part, the public service will grievously suffer, as we can not redeem the notes with sufficient rapidity to put out the small denominations as they are required. I am speaking now of Government paper. What I have been saying has been with reference to Government paper. I have something to say on the other phase.

MR. BINGHAM. Then, if we do not give you all the increase that you have asked for, you will have to get along as you are now getting along?

MR. ROBERTS. If you do not give us all the increase the public service will grievously suffer, because the work is increasing all the time. Detailed service, temporary service, is costly and always unsatisfactory.

MR. LITTAUER. How do you account for this enormous increase of 52 per cent?

MR. ROBERTS. I account for it, in a word, because of the general

prosperity of the country and the demand for notes of smaller denominations, particularly in the Northwest and Southwest.

Mr. LIVINGSTON. Is it not a fact that this big increase is largely due to the policy pursued that whenever a man wants to return a bill he turns it into the Treasury and you issue new money?

Mr. ROBERTS. Not if it is fit for circulation?

Mr. LIVINGSTON. You do not turn back much of the money presented?

Mr. ROBERTS. No, sir.

Mr. LIVINGSTON. I have noticed a great deal of money which has been sent to the Treasury that our folks would be glad to get.

Mr. ROBERTS. As the demand for paper money becomes aggravated the paper money that comes in for redemption is in a worse condition; they keep the notes out longer as the demand is more and more flagrant.

Mr. LIVINGSTON. It is quite an expense on the Government to reissue this money, is it not? It is a great expense.

Mr. ROBERTS. Some expense, yes. It is an expense to maintain the Government at all.

Mr. LIVINGSTON. I understand that. We are not discussing that proposition. You go down South and you will not see any of the money that you have up here in the North; you can not find any.

Mr. ROBERTS. The reason for that is due largely to the fact that the banks in Washington can run in at once and present their notes for redemption without express charges. Notes that come from a distance have to pay express charges.

Mr. LIVINGSTON. But the Government has to bear the expense of the reissue of these notes for the Washington banks?

Mr. ROBERTS. Yes. So the Government has to bear the expense of reissuing for any bank, but the difference of paying the express expenses or not paying them is largely the reason why remote sections do not do it.

Mr. LIVINGSTON. I understand it. If they can not afford to put that money in circulation on account of the expense, I can not see why you can not discriminate against the folks near by.

Mr. ROBERTS. You know very well that the claim has been made in many places that the Government's money is dirty.

Mr. BINGHAM. One question with reference to your foreman and pressmen; they now receive \$1,400. How many of them are there?

Mr. ROBERTS. Twelve.

Mr. BINGHAM. And your proposition is to increase the salary of the foreman to \$1,500?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. Where is there any necessity for raising his salary?

Mr. ROBERTS. It is desirable that a person having authority over twelve men should have a distinct recognition in that capacity; it is good business.

Mr. LITTAUER. Under whose charge are these men generally; their work is under the charge of some superior?

Mr. ROBERTS. The pressmen are in the division of issue, and the foreman would be under the directions of the chief of that division.

Mr. LITTAUER. Can not the chief of that division look after the work without making a specific foreman and giving him \$100 more to-day and next year \$200 more?

Mr. ROBERTS. I have not been aware that Congress is liable to act as rapidly as that in increasing salaries.

Mr. BINGHAM. As to the force in the bureau of the national bank redemption agency, is there any necessity for these increases in salaries?

Mr. ROBERTS. I have tried to show the necessity for all the increases.

Mr. BINGHAM. The general disposition is to have very good reasons presented why any increase of salaries should be made. The Government gives, for the service it receives, very fair compensation.

Mr. ROBERTS. For the lower grades, yes. For the higher grades there may be a pretty strong argument made.

Mr. BINGHAM. But the Government hours of labor are exceedingly short.

Mr. LIVINGSTON. Is not this clamor for increase of salaries largely due to the increased cost of living here in Washington?

Mr. ROBERTS. We have no clamor for increases. There are only three suggestions in a force of between 400 and 500.

Mr. LIVINGSTON. Therefore you base these estimates of increase on merit and not on the conditions?

Mr. ROBERTS. That is right; yes, sir.

It occurs to me that in the case of the deputy assistant treasurer, and in the case of the foreman, to which I have already referred, the argument is conclusive in my mind, and I think it ought to be sufficient to carry the judgment of the committee, if you will permit me to say so.

Mr. BINGHAM. I have not had an opportunity to look at your report, but if you will give us the pages of your report covering this paragraph in the bill as to the requested increases, we will make it a part of the minutes of the meeting.

Mr. ROBERTS. I do not go into that matter in the report at all, but I did send a letter to the Secretary, which has been transmitted, covering the situation.

Mr. BINGHAM. Kindly give it to the stenographer.

The letter referred to is as follows:

TREASURY DEPARTMENT,  
OFFICE OF THE TREASURER OF THE UNITED STATES,  
Washington, D. C., October 9, 1902.

*The Honorable the Secretary of the Treasury.*

SIR: The estimates for salaries in this office for 1904 are herewith submitted. They cover for the office of the Treasurer of the United States, \$393,490, and for the office of the Treasurer of the United States (national currency to be reimbursed by the national banks), \$86,780.

The work of this Bureau continues to expand with the business and prosperity of the country, and in all probability the increase must go on.

An addition of \$200 in the salary of the deputy assistant treasurer is recommended, because his labors and responsibilities and his relative rank in the office call for it.

During the past year the number of presses used here for sealing currency has been increased from 8 to 12, with a corresponding addition in pressmen. In this branch of the service special oversight is required, and economy will be promoted by the designation of one of the pressmen to serve as foreman with an addition of \$100 to his salary, making it \$1,500.

The provision made at the last session of Congress for meeting the exigencies caused by the vast increase in small denominations of currency and for the growth in the volume of accounts was measured by the conditions of a year ago. But that has already ceased to be adequate and it has been found necessary to employ eight temporary clerks to keep up with the public business. Inconvenience and possible losses would be involved in delays in counting and settling for currency sent in for redemption, while the prompt destruction of old currency is a condition of the issue of new notes and certificates. Every dictate of prudence demands that the accounts shall be

kept close to the daily transactions. Work done by temporary clerks is not the most economical or the most satisfactory.

To transact the business as it is to-day, and to provide the paper currency required in the Treasurer's Office, 11 additional clerks are needed, and recommendation is submitted that appropriation be made to add to the present roll two clerks of class 1, two at \$1,000 each, three at \$900 each, and four expert counters at \$720 each.

The redemptions of national-bank notes have exceeded the reasonable estimates of careful experts, and the notes presented have been in volume beyond the capacity of the agency to handle them. The details of this branch of the public business deserves consideration.

The national-bank notes presented for redemption during the first quarter of the fiscal year 1903 (three months ending September 30, 1902) amounted to \$39,791,201. This sum is 9 per cent greater than the notes presented in the corresponding period of the fiscal year 1902, 12 per cent greater than in 1901, and 132 per cent greater than in 1900.

During the twelve months ending September 30, 1902, the notes presented amounted to \$175,152,767. This is an increase of 18 per cent over the sum presented during the corresponding twelve months ending September 30, 1901, 52 per cent over the sum in 1900, and 106 per cent over the sum in 1899.

The outstanding national-bank notes have increased 51 per cent during the same periods, from \$243,372,222 on September 30, 1899, to \$366,993,598 on September 30, 1902.

Between March 14, 1900, and September 30, 1902, there has been an increase of 1,179 in the number of charters granted to banks, and a net increase of 1,034 in the number of existing banks.

The help for which appropriations were made for 1903 has been useful, but does not equal the growth of redemptions, as stated. To avoid complications by delay, the agency must have nine additional clerks and they can best be apportioned: two of class 1, two at \$1,000 each, two at \$900 each, and three at \$700.

For the bookkeeper in the National Bank Redemption Agency an increase of \$100 is recommended. In the absence of the superintendent the bookkeeper acts in his stead, and is always charged with grave duties and arduous labors.

As the pressure on this Bureau is immediate, as well as severe, the recommendation is earnestly presented that these additions shall be embodied in the urgent deficiency bill, as well as in the regular appropriations for 1904.

Respectfully,

ELLIS H. ROBERTS, *Treasurer of the United States.*

Mr. ROBERTS. I ought to say that I propose to ask that all of this increase be given to me in the urgency deficiency bill because the need is so immediate and pressing.

Mr. LIVINGSTON. You mean the increase of clerks?

Mr. ROBERTS. Yes, sir.

Mr. LIVINGSTON. Not the increase in salaries?

Mr. ROBERTS. No, sir.

Mr. LIVINGSTON. You want that increase in the number of clerks to take effect immediately.

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. Is there anything else you desire to submit to the committee?

Mr. ROBERTS. As to the national bank redemption agency——

Mr. LIVINGSTON. You ask for 24 instead of 22 clerks of class 1?

Mr. ROBERTS. Yes, sir. There is an increase of nine in that force.

Mr. HEMENWAY. Your letter covers that point?

Mr. ROBERTS. It does up to October 9. There are some pretty striking figures to be added as to the situation since that time which it will take a very brief period to state.

I would like to say as to the increase of \$100 asked for the bookkeeper, that the bookkeeper is the person who, in the absence of the superintendent, acts in charge of the agency. It occurred to me that his salary certainly ought to be equal to that of the teller, whom he overtops in the absence of the superintendent.

Mr. BINGHAM. Do you keep a record of the overtime work performed by your subordinate force?

Mr. ROBERTS. Yes, sir. But they do not get any pay; they receive no pay for overtime work.

Mr. BINGHAM. But you keep the record?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. That record is evidently to be used as a claim for future remuneration, as has happened in Congress several times before?

Mr. ROBERTS. I do not quite understand your question.

Mr. BINGHAM. I desire to know if your office keeps a record of the overtime work?

Mr. ROBERTS. Yes, sir; absolutely.

Mr. BINGHAM. Then, I further submit that for some years past we have had claims come up before Congress for extra work?

Mr. ROBERTS. Yes, sir.

Now, as to the suggestion of an increase for the national-bank redemption agency. As compared with the fiscal year 1900, it appears that the redemption of national-bank notes has increased 101 per cent. National banks in existence have increased 30 per cent in two years. The circulation outstanding has increased 51 per cent in two years. Redeemed national-bank notes on hand have increased 165 per cent. During all this time the appropriations for the agency have increased only 10 per cent. The rate of assessment on banks (because, as you well understand, all the expenses of the agency are paid by assessments on banks) has decreased 30 per cent. I can hardly conceive of a stronger argument for increasing the force.

Mr. BINGHAM. Will you give us in that connection the sum total amount that you receive from the banks for this work?

Mr. ROBERTS. That table will be found on page 149 of the Treasurer's report, Table No. 92. The total amount received during the last fiscal year was \$153,000.

Mr. BINGHAM. That is the expense of the work?

Mr. ROBERTS. Yes, sir; it includes not simply the cost of redemption, but the charges for transportation, stationery, printing, and binding connected with the agency, and all contingent expenses, making a total of \$153,000, and the rate of cost per 1,000 in the last year was \$0.92444, the lowest rate ever recorded.

My recommendations for increases are not based on any personal lines, and I only ask for what is absolutely necessary to carry on the public service promptly and properly.

## COLLECTING INTERNAL REVENUE.

### STATEMENT OF JOHN W. YERKES, COMMISSIONER OF INTERNAL REVENUE.

Mr. BINGHAM. The items on page 82 of the bill are the same as before?

Mr. YERKES. There is no change on that page.

Mr. BINGHAM. On page 83 there is a reduction of one stamp agent?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. Is there any necessity for this force?

Mr. YERKES. Yes, sir. It does not cost the Government a dollar. The stamp agents pay for themselves. We pay them first and then the



manufacturers reimburse the Government every month. It was thought necessary to have two of these agents in New York instead of one, but it is not a matter of a dollar's expense to the Government.

Mr. BINGHAM. What do you call a "stamp agent?"

Mr. YERKES. They are simply persons who imprint the Government stamp upon the tin or silver foil to wrap up the high grades of smoking tobacco. Instead of taking the documentary stamp and pasting it on each package, the stamp is imprinted on the tin foil. These persons do the work for the tobacco manufacturers. They pay the Government the same amount for the stamps as for the documentary stamps. We furnish the counter and the agent, and then the manufacturers reimburse the Government each month for the salaries paid to them, so if we had 40 of them it would not cost the Government a cent. However, we only have a few.

Mr. HEMENWAY. The additional deputy commissioner that we have been taking care of, is it necessary to make him permanent?

Mr. YERKES. I think it is. I do not see how it is possible to do without him.

Mr. LITTAUER. And the same statement applies to the heads of divisions?

Mr. YERKES. Yes, sir. We have changed the divisions to some extent without changing the number.

If you will allow me to make one remark, I will say that we are only asking for what we really need, and we will not be on your deficiency bill this year. We have lived within our income.

Mr. TAYLOR. You will have no deficiency this year?

Mr. YERKES. Not a nickel.

Mr. BINGHAM. Then you think you can live within the appropriation?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. Give us your reasons for the increase. What does the increase amount to?

Mr. YERKES. The increase amounts to about \$26,000 or \$27,000. That is my recollection.

Mr. BINGHAM. That is the items contained on pages 101 and 102?

Mr. YERKES. Yes, sir. In some instances you will notice that we increase the amounts and in others we decrease them. We decreased, for instance, on what you used to give us for war revenue from \$550,000 to \$250,000. Then when you come to the paper upon which we imprint all our internal-revenue stamps we raise the sum from \$40,000 to \$65,000, making an increase of \$25,000. The increased number of stamps that we were compelled to put out in order to get income for the Government makes us ask for an increase of paper. That simply pays for the increased paper and the increase in the price of the paper.

"For salaries and expenses of the collectors" for the fiscal year 1904 we ask \$1,950,000. We expended for the fiscal year ended June 30, 1902, \$1,700,000. That increase is asked for because we have always had a deficiency along that line, for the reason that we have had three new collection districts established which have added to the increase of collections the percentage of cost. Then there has been a very great complaint for the past three or four years, and especially since I have been here, as to salaries allowed division deputy collectors and office deputy collectors. It is claimed that the salaries are not sufficient, and that the amount which is allowed these

deputy collectors who travel is not equal to their expenses, and that if more was allowed they could render the Government better service.

Mr. BINGHAM. Is it a per diem allowance which you make?

Mr. YERKES. No, sir; it is a monthly allowance. We give a deputy collector \$100 a month and expenses up to \$50, whatever we think proper.

Mr. BINGHAM. Do they make detailed returns for the money?

Mr. YERKES. The deputy collectors are required to present vouchers for every dollar they expend, and every item of expense must appear upon the account that is audited. As a matter of fact, we know that the expenses of living have increased within the last eight or ten years. You take the country hotel who used to charge 25 cents for a dinner, now charges 35 cents and 50 cents, and they have correspondingly raised their rates from \$1 a day to \$2 a day, and in the cities the raise has been even larger. I feel that we have cut these men down in their salaries beyond what is reputable and decent in many cases.

Mr. LITTAUER. Have you prepared any tabulation as to the increasing of these salaries?

Mr. YERKES. No, sir.

Mr. LITTAUER. How do you reach the figure of \$240,000 for these salaries?

Mr. YERKES. We reach that, not by figuring down to the dollar, but by taking the general allowance to deputy collectors. In some cases the increase will be great, and in others not. With the existence of the three new districts from now on and the present oleomargarine legislation, I feel that we must increase this force to some extent.

Mr. LITTAUER. What is the expense of the three new districts?

Mr. YERKES. I can not give that amount to you exactly; in the neighborhood of \$40,000 or \$50,000.

Mr. BINGHAM. How many are there in the subordinate force?

Mr. YERKES. The deputy collectors?

Mr. BINGHAM. Yes, sir.

Mr. YERKES. It is constantly changing.

Mr. BINGHAM. Give the average.

Mr. YERKES. They change just according to the needs of the different districts. I have not the exact number here. Some districts will have 12 or 15, and some districts 30 or 40. It depends upon the area of the district and the business.

Mr. BINGHAM. You fix the salaries?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. How much do you propose to increase the salaries out of this lump sum?

Mr. YERKES. I think the salaries ought to be increased 10 per cent; I do not believe that would be unfair.

Mr. BINGHAM. Right along the line?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. Is that the basis upon which you have made this estimate?

Mr. YERKES. Yes, sir.

Mr. LITTAUER. In previous years, you have had deficiencies?

Mr. YERKES. Yes, sir.

Mr. LITTAUER. Were they caused by increases of salaries or by extra work?

Mr. YERKES. The deficiencies were largely caused by the fact that we had to appoint more men.

Mr. LITTAUER. Your present estimate is, for the first time in many years, based on an increase of salaries?

Mr. YERKES. Yes, sir. While we have increased the salaries in some instances, we have never asked for an increase with the hope of making a pro rata increase all along the line.

Mr. HEMENWAY. Why were the three new districts established?

Mr. YERKES. They were established by the President. He ordered the districts established. They are all necessary on account of the large area. For instance, we took North Dakota and South Dakota and created them into a district. They had formerly been attached to the district of Nebraska. Then the State of Washington, the State of Oregon, and the Territory of Alaska had been one district. That district has been divided and the district of Washington created, giving the State of Washington and the Territory of Alaska one district and the State of Oregon one district.

Mr. HEMENWAY. Where is the third one?

Mr. YERKES. In the Hawaiian Islands.

Mr. HEMENWAY. What are the salaries usually paid to the traveling deputies?

Mr. YERKES. They are generally paid \$900 to \$1,100. Occasionally in the cities where the expenses were very heavy we have given them \$1,500 to \$1,600. In many country districts the salary runs as low as \$900, \$1,000, and sometimes \$1,400.

Mr. HEMENWAY. What are the traveling deputies allowed for expenses?

Mr. YERKES. That depends upon the area. You take the city deputy. We allow him absolutely nothing, because his only expense is his car fare; but when you take the country districts, where a collector will have five or six counties to cover, and where he will have to travel on horseback—in Virginia, South Carolina, North Carolina, Kentucky, and Tennessee the traveling is done exclusively on horseback or in buggies—we allow them from \$40 to \$50 a month for traveling expenses. If they do not use the allowance of course it is not paid.

Mr. HEMENWAY. Suppose a traveling deputy collector goes out from his headquarters and goes by rail 30 miles, and then has to hire a buggy and drive 10 miles to the still; he can not very well get along with \$2 or \$3 a day for expenses.

Mr. YERKES. Yes, sir; out in the country the expenses are not very great. He can get a horse and buggy for \$1.50 or a horse for \$1.

Mr. HEMENWAY. That is about what they pay. They pay the railroad fare and they pay \$1.50 for the horse and buggy, and then they have to pay for their dinner and for the horse's dinner, and possibly for the driver's.

Mr. YERKES. No; they do not take a driver.

Mr. HEMENWAY. When this expense money is expended, and they are up to their limit, then they have to either lay on their oars and draw their salary or go to work and spend their own money?

Mr. YERKES. In some cases, where we are satisfied that the money has been properly expended, we make an extra allowance. We make them an allowance of from \$40 to \$60 a month, and, say, a man's expenses have run about \$50 a month for twelve months, and he has

expended \$60, \$70, or \$80 more than his allowance for expenses, we make the difference good to him.

Mr. HEMENWAY. Take the cities with 50,000 or 60,000 population; what salary do you usually pay the collectors?

Mr. YERKES. You mean the deputy collectors?

Mr. HEMENWAY. Yes, sir.

Mr. YERKES. From \$1,400 to \$1,600.

Mr. HEMENWAY. That is, of course, according to the office requirements.

Mr. YERKES. The deputy has one assistant and occasionally two assistants and they are paid according to the income of that office. As a rule, the salaries range from \$200 to as high as \$1,200 for assistants.

Mr. LITTAUER. These deputies are not supposed to devote all their time to the service?

Mr. YERKES. Yes, sir.

Mr. HEMENWAY. And they are not allowed to do anything else?

Mr. YERKES. No, sir; they have a great deal of office work to do in making their reports to the collectors' and to the Commissioner's offices, and they have to go and collect taxes and try to prevent frauds against the internal-revenue laws. I want to say frankly that if you think the estimate is too large that I think this is the only item where any cutting can be done.

Mr. BINGHAM. On page 102, I notice that commencing with line 7, you strike out "to be appointed and employed by the Commissioner of Internal Revenue," down to and including "twenty additional agents," and a little before that instead of "twenty" you make it read "ten additional agents," and then at the bottom of the paragraph you insert new legislation. Give us the reason for that change and its effect.

Mr. YERKES. There is no change. I asked last year for the 20 additional revenue agents that the office has had since 1898. You gentlemen reduced the number to 10, but the Senate committee put it back to 20, and in conference it was agreed to. So we have the 20 agents, and that is the number I am asking for now.

Mr. HEMENWAY. We had it as you wanted it, but you changed it, and then inserted the additional language.

Mr. YERKES. No, I do not understand that.

Mr. BINGHAM. The current law is 20 and you now propose 10, and then insert verbiage at the close of the paragraph.

Mr. HEMENWAY. That is a mistake in the estimates, is it not?

Mr. YERKES. Yes, sir.

Mr. HEMENWAY. You want the bill left just as it was?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. You want the 20 agents provided for by existing law?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. And you do not want this new language that is at the end of the paragraph?

Mr. YERKES. No, sir.

Mr. LITTAUER. There has evidently been a mistake in submitting the estimate, Mr. Commissioner.

Mr. LIVINGSTON. What do you say about the italics at the bottom, "provided for in section 3, and the 20 additional clerks and agents

provided for in section 47 of said act of June 13, 1898?" Do you want that language stricken out of the bill?

Mr. YERKES. If you change the number of agents back to 20, you can strike that language out.

Mr. BINGHAM. I understand that you want current law?

Mr. YERKES. Yes, sir. There is no doubt about the necessity for these men, because they more than pay for themselves. Through the internal-revenue agents we assessed during the fiscal year more than \$2,000,000 and have absolutely collected already over \$1,000,000. That is money that we would not have obtained a dollar of had it not been for the reports of the agents.

Mr. HEMENWAY. Right there, as to the items on page 101, by putting an increased number of deputies into the field, traveling deputies, does it not always result in making money for the Government?

Mr. YERKES. Yes, sir; always. The total expenses of the fiscal year ended June 30, 1902, of the revenue agents for salaries and expenses amounted to only \$122,397. In that year those men reported for assessment over \$2,000,000. We have already collected over \$1,000,000, and I am sure, from an investigation made by myself, that we will collect at least \$400,000 more, making \$1,400,000. The same statement applies with regard to the deputy collectors. I have insisted every time before the committee that the bureau needed more field men in the revenue agents force and in the deputy collectors force, not only to collect revenue, but to protect the people themselves against being ill tempered and ill humored at not being able to find the Government officials with whom to transact business pleasantly and conveniently.

Mr. BINGHAM. In your estimate for the service next fiscal year, I suppose you have also made an estimate as to the revenues?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. Of course we have annulled the war taxes?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. What increase do you anticipate, if any?

Mr. YERKES. I can give you that in a second. You have, of course, repealed the war taxes absolutely, taken off from \$100,000,000 to \$104,000,000. Prior to 1898, when the war-revenue taxes went into effect, the revenues ran up to about \$140,000,000. In 1895 it was \$143,000,000; in 1896 it was \$146,000,000; and in 1897 it was \$146,000,000. My estimate for the fiscal year 1904 is \$220,000,000.

Mr. BINGHAM. How much of an increase is that?

Mr. YERKES. An increase of about \$75,000,000.

Mr. BINGHAM. That is what you predicate?

Mr. YERKES. Yes, sir; and, as I say in my report, that estimate is, perhaps, too low. It is too low, if you accept as a basis of estimation the receipts for the first three months of the present fiscal year. I do not think it is hardly a safe statement to accept because of the abnormal increase in the taxes collected on distilled spirits during the three months. I hardly think that will continue during the year.

Mr. BINGHAM. How much does that increase your sum total income?

Mr. YERKES. In 1895 the income of the Bureau was \$143,000,000 in round numbers. The total cost of collection was \$4,127,000. In 1896 the income was \$146,000,000, and the cost of collection was about \$4,000,000. In 1897 the income was \$146,000,000 and the cost of collection was about \$3,848,000. Now, if you will take the large

increase in the total collections, \$75,000,000, you will find that we are asking, as compared with 1895, a very moderate increase. The decrease in the tax upon beer and tobacco—there has been no change in distilled spirits—from \$2 on beer to \$1, and from 12 cents to 6 cents on tobacco, while it decreases the income of the office it does not decrease the work of the Bureau at all. We have exactly the same amount of work whether the tax on beer is \$2 or \$1, and whether the tax on tobacco is 12 cents or 6 cents.

Mr. LIVINGSTON. Do you want the paragraph in brackets at the bottom of page 102 and the top of page 103 stricken out?

Mr. YERKES. Yes, sir. We are about through, and that paragraph can very well be stricken out.

Mr. TAYLOR. Why do you want to make the amendment on page 103 in the paragraph "For salaries and expenses of agents," in italics, "*incident to the collection of internal revenue?*"

Mr. YERKES. Some question was raised by the auditing department as to whether we had an appropriation out of which to pay for telegrams and express charges for sending out stamps and documents to collectors. The accounts have always been paid by the Auditor, but he seemed to think that that language ought to be put in the bill, so as to cover express charges and telegrams.

Mr. TAYLOR. Do you not think that language qualifies and limits instead of extending the meaning of the paragraph?

Mr. YERKES. If the auditor will continue to allow the accounts as he has, it will be satisfactory.

Mr. TAYLOR. You would rather have that language in the bill?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. Mr. Littauer has suggested to me to inquire as to what becomes or what is your disposition of the reduction of the \$550,000 on page 102, current law. You estimate \$250,000 for next year. Where does that loss occur?

Mr. YERKES. It occurs by reason of the absolute abolition of your war taxes. Now, on the other hand, I have asked for an increase of \$200,000 on the other items so as, if possible, to put upon what we call the "permanent expense roll" of the Bureau certain of these very division collectors whom we have been talking about and who have heretofore been paid out of the \$550,000 appropriation.

Mr. BINGHAM. In other words, the war taxes having been repealed by Congress, the extra appropriation for the operation of that law, which has heretofore been allowed, you hold \$200,000 of that amount for continuing the service of existing law?

Mr. YERKES. Yes, sir; and remember that the continued need of the service of these officers is based upon the increased revenue. We can not collect \$220,000,000 of revenue with the same force that we collected \$145,000,000 prior to the passage of the war-revenue legislation. It is just the increase of the business and population of the country.

Mr. LITTAUER. There will nevertheless have been a considerable reduction in the force?

Mr. YERKES. Yes, sir; and right in the Commissioner's own office. There has been a reduction of the force already throughout the collection districts.

Mr. BINGHAM. And that reduction of the force will allow you to operate within the appropriations of Congress for the current year?

Mr. YERKES. Yes, sir.

Mr BINGHAM. In the item "For salaries and expenses of agents, etc.," on page 103, you estimate \$100,000 additional for 1904.

Mr. YERKES. That is not based upon any ability to increase the salaries of the revenue agents. Their salaries and traveling expenses are fixed by law.

Mr. BINGHAM. They remain?

Mr. YERKES. Yes, sir. The increase is to meet the expenses of the gaugers and storekeeper's gaugers who are placed at distilleries, and on account of the increase in the amount of distilled spirits produced, bonded, and withdrawn, we know there will be an increase in the amounts paid to those officials.

Mr. HEMENWAY. What will be the deficiency?

Mr. YERKES. I do not think there will be any.

Mr. HEMENWAY. Last year there was quite a large deficiency?

Mr. YERKES. Yes, sir.

Mr. Hemenway, you were asking me about the agents. I would like just to make a statement of a few items. I will not call the names of the parties. Here, for instance, is one case from Kentucky, where, upon a report received from a revenue agent, we secured \$5,000 from a party in settlement of a violation of law. Here is a West Virginia case where we secured \$5,659. Here is an Ohio case of \$7,000. Here is a Massachusetts case of \$1,000, and a Tennessee case of \$3,000. And there is a case which comes from your State (Indiana) of \$9,977.73 on the report of the collector. Then there is another Indiana case of \$1,000, a California case of \$1,550, and a Wisconsin case of \$3,000. All these cases were reported by the revenue agents. They are only a few cases that I made minutes of—cases that came before me. Then here is a Georgia case amounting to \$1,000 and another case amounting to \$2,500, which, if Colonel Livingston were here, he would remember very well. This is the result of the work of the revenue agents. They report these cases and you see they sometimes get to be large amounts.

## OFFICE OF COMPTROLLER OF THE CURRENCY.

### STATEMENT OF MR. WILLIAM B. RIDGELY, COMPTROLLER OF THE CURRENCY.

Mr. BINGHAM. We observe that you have increased the salaries on pages 80 and 81?

Mr. RIDGELY. Yes, sir.

Mr. BINGHAM. Is there any special reason for the increase of any salaries in your office?

Mr. RIDGELY. I think there is a special reason for the increase of the salaries which I have recommended. These men are paid less than any similar officials in the Treasury Department. They are paid no more now than in 1876, when the work of this bureau was much less than it is now. The total increase only amounts to \$1,600, one-half of which comes out of the reimbursable roll and is not really paid by the Government. To take the cases in detail: The Deputy Comptroller of the Currency now gets \$2,800. I have asked to have his salary increased to \$3,000. I have here a statement of what is paid to similar officials in other bureaus in the Treasury.

Mr. BINGHAM. You think that is a good reason why his salary should be increased, because other deputies in the Treasury Department receive \$3,000 and more?

Mr. RIDGELY. The other deputies receive so much more than \$3,000 that I think I am quite reasonable in asking for \$3,000 for my deputy.

Mr. BINGHAM. Because he is a division chief, therefore he should have the same compensation that other division chiefs are receiving?

Mr. RIDGELY. He is not a chief of a division. The Deputy Comptroller of the Currency is a man who gives a bond of \$50,000, and, in the absence of the Comptroller, assumes a great deal more responsibilities than the men who receive higher salaries. The Assistant Treasurer of the United States receives \$3,600; the Deputy Assistant Treasurer of the United States receives \$3,200; the Deputy Commissioner of Internal Revenue receives \$4,000; the Second Deputy Commissioner of Internal Revenue receives \$3,600; the Superintendent of the National Bank Redemption Agency receives \$3,500, and the chief of the division of bookkeeping and warrants receives \$3,500. I am only asking for \$3,000 for this deputy, who has more responsibility and more work to perform than these other officials.

Mr. BINGHAM. The language "for procuring information relative to banks, other than national," added to the paragraph "For expenses of special examinations of national banks," is entirely new?

Mr. RIDGELY. Yes, sir; there is an item of \$5,000 put into the appropriation bill every year. As the appropriation has heretofore read, it has been for the examination of national banks and bank plates, of keeping macerator in Treasury building in repair, and for other incidental expenses attending the working of the macerator, and it is desired to add the words "and for procuring information relative to banks other than national."

Mr. BINGHAM. Do you get that information now?

Mr. RIDGELY. We get it now as best we can, and in my report there is a great deal of it. It is mainly furnished voluntarily now to me by officials of the States.

Mr. BINGHAM. There is no statute under which you can secure that information?

Mr. RIDGELY. No, sir.

Mr. BINGHAM. And this language would give you the authority to get it?

Mr. RIDGELY. No; the situation is this: I get most of this information now by courtesy wherever I can do it, but it occasionally happens that when I ask for this information from the banking department of a State there is nobody to make it up and total or classify the information in any way.

Mr. LITTAUER. Do you use your special appropriations for the other specified work?

Mr. RIDGELY. No, sir.

Mr. LITTAUER. So that this \$5,000 would practically enable you to procure this information also?

Mr. RIDGELY. Yes, sir. For instance, I ask the bank examiners to go, at their own expense, to Nashville or Des Moines, and remain there two or three days and work up information. They are glad to do it, but it is a hardship to do it without compensation. The only men whom I can ask to do this work for nothing are the men who are



already getting some other compensation. This item would amount to something less than \$1,000. It does not increase the appropriation at all.

Mr. LITTAUER. Why do you not strike out "of keeping macerater in Treasury in repair, and for other incidental expenses attending the working of the macerater?"

Mr. RIDGELY. You understand what the macerater is; it is the machine that chews up the mutilated currency.

Mr. BINGHAM. Is there anything further that you care to say?

Mr. RIDGELY. I would like to add a word on the question of the salary of the chiefs, and I would like to put into the minutes here an extract from the report of the Comptroller of the Currency, showing that the banks have paid to the Government altogether since the beginning of this system \$171,000,000, while the whole Comptroller's bureau has only cost about \$19,000,000.

There have been \$150,000,000 of money brought into the Treasury through the revenues of this office. The office is much more than self-supporting, and I think it is a very reasonable request that the men who are doing the important work and who are entitled to it should be placed upon an equal basis with similar officials of the Treasury Department, and with your permission I would like to have it appear in the minutes of the hearing.

The extract referred to by Mr. Ridgely is as follows:

#### TAXES AND OTHER EXPENSES.

From 1863 to 1902 the banks have paid to the Government in tax on circulation over \$90,000,000; on capital and deposits, from 1863 to 1883, nearly \$69,000,000; on capital and surplus, under the war-revenue act of 1898, about \$7,000,000. In addition to these taxes, the banks paid over \$4,500,000 for the redemption of their circulation from 1874, the year the national-bank redemption agency was established, to June 30, 1902, and from 1883 to 1902 about \$630,000 for plates from which circulating notes were printed, or an aggregate, approximately, of \$171,000,000.

The expenses of the office of the Comptroller of the Currency from 1863 to the close of the fiscal year 1902 were \$9,353,482.87, and including contingent expenses not paid by the Comptroller, but from the general appropriation for contingent expenses of the Treasury Department, the amount did not exceed, it is estimated, \$19,000,000, which is about one-ninth of the taxes paid and other expenses hereinbefore enumerated.

### NATIONAL BUREAU OF STANDARDS.

#### STATEMENT OF MR. S. W. STRATTON, DIRECTOR.

Mr. BINGHAM. Mr. Stratton, the increase in your estimates for 1904 over the current law appears, upon its face, to be a very large increase.

Mr. STRATTON. Yes, sir.

Mr. BINGHAM. Can you tell us what additional work you propose to do under this increase as against what you are doing now? That eliminates the increase in salaries. Wherein comes your increased work?

Mr. STRATTON. I might say that the original appropriation of \$250,000 for the buildings and equipment was found insufficient to cover as much of the equipment as originally intended. Building has been very expensive during the last few years, and it has probably cost more than would be the case if built by private parties. However, the buildings are of very plain design and yet respectable. This has made it necessary to make the item for equipment a little

larger than it otherwise would be. We had hoped to ask for not more than \$50,000—I think last year the appropriation was \$30,000—but it will be absolutely necessary to relieve the building fund. I have obtained estimates for the various items covered by the amount and will give them, if you desire. The estimates are based upon correspondence with manufacturers. First, there are the engines and dynamos for lighting and power, and for testing electrical apparatus.

There has been a tremendous pressure upon us to take up the testing of all kinds of electrical standards. The subject has not been touched before by the Government, and in order to do this we must have suitable apparatus. We can not make tests unless we have dynamos, storage batteries, and other instruments. I will state a few of the items to be provided from this sum: Engine and dynamos, switchboards and instruments for same, alternating-current dynamos, motors to drive same, rotary converters, induction motors, and other electrical machinery, switchboards and instruments for same, transformers for high potentials and heavy currents, storage batteries, switchboard and instruments for charging and controlling the storage batteries, small laboratory, switchboards and instruments, a refrigerating plant.

In connection with the instruments for measuring low temperatures a small liquid-air plant is necessary. Nearly all of the apparatus which we use for comparisons of length for investigations and for research work must be designed and constructed. Research problems are new problems and seldom require apparatus that is in stock; our instrument shop is one of the most vital and useful sections of the Bureau. New weights, measures, and balances are necessary. The balances of the Government are in a very poor condition, and I think it has been seventy-five years since some of the balances were made, and they are now entirely out of date.

Mr. BINGHAM. What line are you on?

Mr. STRATTON. General equipment. You asked what this money is needed for.

Mr. LITTAUER. Will not you include that memorandum as part of your remarks?

Mr. STRATTON. I will be very glad to do so. A careful, conservative estimate of the sum needed for equipment was \$125,000, and this was reduced to \$110,000, the sum asked for.

Mr. LITTAUER. Is your building built?

Mr. STRATTON. It is nearing completion. It will be completed by July 1; however, much of the apparatus must be planned and contracted for long before the building is completed, otherwise there will be serious delay in equipping the building and even mistakes in its construction. Nearly all of the engines, dynamos, and equipment of that kind will take from six months to a year to get after the order is placed.

Mr. LITTAUER. This is the expense for the permanent equipment of the Bureau in order that the work designed for that Bureau may go on?

Mr. STRATTON. Yes. I had hoped to provide for at least half of this out of our original appropriation for buildings, and I am very sorry to have to come for it in this way, but there is no other way out of it.

Mr. LITTAUER. Let us take up the matter, on page 87, of the increase of salaries and increase of force.

Mr. BINGHAM. Give us first the necessity, without any of the details, perhaps, of the general increase of salaries right along the line.

Mr. STRATTON. In the first plan, of course, we asked for only sufficient force to organize the preliminary work. Now the time has come when we must take up certain specialties. You do not care to go into detail, but I can tell you just what every man would do. There is an increase of \$500 asked for in the salary of the physicist. He is now receiving \$3,500 a year. There are to-day vacancies in several different institutions which would be glad to pay this man \$4,500 to \$5,000. He is a very valuable man and I would like to keep him, and can not keep him long at that salary.

Mr. BINGHAM. You can not keep him at the salary paid?

Mr. STRATTON. No, sir; not very long.

Mr. BINGHAM. How long has he been there?

Mr. STRATTON. This is his second year. He has not said that he was going and he has not asked for an increase of salary, but I know the demand for that class of people and I know that he is going to be picked up at the first opportunity.

Mr. LIVINGSTON. That is entirely in your mind; you have no facts to base that on?

Mr. STRATTON. Only my knowledge of the great demand for and scarcity of specialists in his line—electricity.

Mr. LIVINGSTON. There has been no offer made to him, has there?

Mr. STRATTON. He has had offers, but I think he is interested in our work and will remain for the present, but we will very soon be compelled to pay a better salary in this place.

Mr. LITTAUER. Is not that generally so of the character of men you have in your department, that the experience they gain there will probably make them competent to take higher places in general work?

Mr. STRATTON. Yes, sir; I hope that is the case, but I would like to pay a salary sufficient to prevent this man being taken away from the Bureau. I would rather have anything else rejected than this increase.

Mr. BINGHAM. Even your own salary?

Mr. STRATTON. I would be willing to reduce mine, if necessary, rather than let him go. I know exactly the position in which the Bureau is placed in reference to this matter and would like very much to be able to pay a salary in this case that is sufficient to retain a man of the ability required.

Mr. LITTAUER. He is your main assistant?

Mr. STRATTON. Yes, sir; and one of the most valuable men in his line. He is an electrical expert, and you know what salaries electrical men are commanding with commercial people in these days.

Mr. BINGHAM. Will you be ready at the commencement of the next fiscal year to go on with this elaborate establishment you have outlined here?

Mr. STRATTON. Yes, sir. The building is now nearing completion, and we are planning its equipment, which covers a large variety of different apparatus. This should be ready by the time the building is complete. If these positions were to be made immediately available, it would then be a long time after the building is complete before the equipment could be in place.

Mr. BINGHAM. Are you in the building now?

Mr. STRATTON. No, sir. We are occupying a rented building, which will be retained for the office work and much of the laboratory work

until the building is complete and its equipment in place. The Bureau also retains the quarters formerly occupied by the old Office of Weights and Measures, and it should be kept in mind that the current work of the Bureau must be cared for as well as the new work in connection with equipment of the new quarters and the organization of new work. Several assistant physicists are asked for, at salaries ranging from \$1,600 to \$2,200. One of these is a specialist in the subject of photometry and calibration of standards of light, in order that we may provide suitable standards of illumination. This is a very important matter and one we can not overlook. He is a man who makes investigations, installs new methods, and must be an authority on this subject—a man whose work is known to be of the very highest order. He will need assistants to make tests and calibrations, in order that the public may receive the benefit of our standards. You can not expect this man to make the actual comparisons for the public, as his time is too valuable, but he can superintend this work. He will need three of the assistants.

Then there is the subject of high temperatures, which we are preparing to take up. One of the high-class men asked for must be an expert in the measurement of high temperatures, and two or three of the assistants will work with him. Each of these assistant physicists asked for are intended for some special line of work that should be taken up or that has already been temporarily provided for. In the office we have a secretary who is not in any sense of the word a secretary to the Director. He takes care of requests for information, etc., and is at the head of the clerical force of the Bureau. He might be called the chief clerk; he also takes charge of reports and records. We have one clerk who takes charge of the business of the office, pays the bills, audits the accounts, etc. This leaves the department one \$900 clerk to do the whole stenography of our department. That is what we have to-day—one \$900 clerk. The additional office force asked for is hardly enough for present needs. Some of the men, such as janitors and assistant engineers, and nearly all of the lower-priced men, are asked for because their services are necessary in installing the machinery in the building and taking care of it.

MR. LITTAUER. What do you need a librarian for?

MR. STRATTON. We have a library of perhaps 2,000 volumes, and, like the instrument maker's shop, it is one of our most important matters. These books must be cared for, new books purchased, and periodicals must be prepared for binding. He also takes charge of the permanent records of the Bureau, both scientific and clerical. In addition to these, the librarian in connection with a department of this kind makes investigations as to the literature on subjects.

MR. LITTAUER. At present probably a clerk is detailed to look after that?

MR. STRATTON. I am sorry to say we have none. I think that the services of this librarian are needed, not so much to look after the books as—

MR. LITTAUER. To bring together a certain bibliography for your lines of work?

MR. STRATTON. Yes, sir.

MR. LITTAUER. How many advances in salary have you estimated for?

MR. STRATTON. But one; that one I have mentioned—the physicist.

Mr. LITTAUER. Then you have asked for an addition to your force covering the increase of your technical work, assistants to the laboratory, chemists, physical work, and so on?

Mr. STRATTON. Yes, sir; that was made out by taking the more important lines of work which we have not yet covered and the increases necessary in the work we are now carrying on and setting aside a reasonable force for each class of work, which is not large, but conservative in each case.

Mr. LITTAUER. Then you come to such men as mechanics and woodworkers. What is their purpose?

Mr. STRATTON. There are two woodworkers, or rather one man is a skilled laborer. One woodworker is to pack and unpack all instruments coming to the Bureau, whether for our own use or for testing. There is a certain amount of carpenter work to be done. He is really a packer. The other man is a pattern maker. In all instrument work patterns must be made. He is a part of the machine-shop force. The instrument shop is really one of the most important parts of our work, because a great many things have to be constructed. If we are to advance we have to create original things. We do not make anything that can be bought or contracted for.

I want to extend to the committee an invitation to visit our temporary quarters. The shop is installed on the first floor; and I think you will be interested in the place and the work done.

Mr. TAYLOR. Where is the shop?

Mr. STRATTON. 235 New Jersey avenue SE., just below the Coast Survey building.

Mr. BINGHAM. As I understand, you would like some of the gentlemen here to come over and see your establishment?

Mr. STRATTON. Yes, sir; and also, if they have the time, to go out to the new site and see the building.

Mr. LITTAUER. Where is that?

Mr. STRATTON. It is just beyond Cleveland Park.

Mr. BINGHAM. When will you get into that?

Mr. STRATTON. We will move about the 1st of July.

Mr. BINGHAM. As soon as this appropriation goes into effect?

Mr. STRATTON. Yes, sir. But we must begin to design the equipment at once. If we could place orders for the equipment six months before the 1st of July we would be better ready to go into the new building. The placing of orders requires definite plans, and these plans can only be properly made by the specialists who are to use the equipment.

Mr. BINGHAM. You need this entire force, then?

Mr. STRATTON. Yes, sir; on the 1st of July; we ought to have it before.

Mr. BINGHAM. And this entire force you recommend?

Mr. STRATTON. Yes, sir.

Mr. LITTAUER. Will you tell us how the work you are proposing to do compares with the work done in other countries by the government?

Mr. STRATTON. It does not at all compare in quantity. They have had the advantage of a great many years to start with. Curiously enough, this is the line of scientific work that foreign governments have first taken up, whereas our Government has taken up such matters as the agricultural experiment stations, the Geological Survey, the Coast and Geodetic Survey, and others, all very important, and

foreign governments are imitating as in these instances. In Germany they have two large institutions, one of which cares for the ordinary weights and measures of trade and commerce. This institution has a building which cost \$250,000 and a force equal to the entire force we are asking for this year. But the great German institution that has had such a great influence in building up German manufacturing interests is the P. T. Reichenstalt. This is the institution their manufacturers go to for advice in scientific matters, and this Government has received considerable assistance from it in the past ten years. When the bill to establish the Bureau of Standards was being considered by the Committee on Coinage, Weights, and Measures, all of the scientific bureaus of our Government testified that they went to the Reichenstalt for standards. Now that institution has five or six buildings and a force considerably greater than ours.

Mr. BINGHAM. Have you anything else to state to the committee which it is necessary for us to know?

Mr. STRATTON. I will state that I have just returned from a visit to these institutions—

Mr. BINGHAM. If you have any statement we will put it in as part of your remarks. Have you published your annual report?

Mr. STRATTON. No; it has not been published yet, but the material is ready for publication and in the hands of the printer, I believe.

#### STATEMENT OF WORK DONE DURING 1901-2.

The testing from July 1, 1901, to July 1, 1902, included 212 standards of length, 342 standards of weight, 356 standards of capacity, 98 thermometers, 11 electrical standards, and 332 miscellaneous standards.

In addition to this, a great many inquiries have been received from manufacturers, State and city officials, and individuals in regard to standards and proper methods of measurement. It might also be stated in this connection that the work already done in the present fiscal year exceeds that of the entire past year. The Bureau is not only crowded to its utmost capacity, but entirely unable to satisfy satisfactorily the demands that are made upon it in the line of testing, to say nothing of the work above mentioned in connection with the buildings and the organization of important lines of work.

TREASURY DEPARTMENT,  
NATIONAL BUREAU OF STANDARDS,  
*Washington, December 8, 1902.*

Hon. HENRY H. BINGHAM,  
*Chairman Subcommittee on Appropriations,*  
*Washington, D. C.*

SIR: I desire to add the following statement to that made by me in connection with the estimates for the National Bureau of Standards the coming fiscal year:

It is very desirable that the following positions, included in the increase of the employees of the Bureau over last year, be made immediately available upon the passage of the bill:

1 laboratory assistant.....	\$1,200
1 laboratory assistant.....	1,000
1 laboratory assistant.....	900
1 clerk .....	1,000
1 mechanician .....	1,200

Also that the designation of the increase of two laborers at \$480 each be changed to "apprentice mechanics," and that one of these be made immediately available.

Respectfully,

S. W. STRATTON,  
*Director.*

FRIDAY, *December 5, 1902.*

## WAR DEPARTMENT.

### STATEMENT OF MR. JOHN C. SCOFIELD, CHIEF CLERK, WAR DEPARTMENT.

Mr. BINGHAM. Now, your proposition in connection with your estimate, as I understand, throughout the War Department there has been, since we placed what we call the war temporary force under civil service, that you assume them as part of your permanent force?

Mr. SCOFIELD. Yes.

Mr. BINGHAM. You have continued to hold them and you have got, in effect, that force there to-day, and in your estimate we see the sum total, but can you tell me how much that force has been reduced?

Mr. SCOFIELD. In the neighborhood of \$50,000.

Mr. BINGHAM. You have reduced that force, as to compensation, in the neighborhood of \$50,000. How much have you reduced it as to numbers?

Mr. SCOFIELD. As to numbers, we have reduced it about 65.

Mr. BINGHAM. Have you dropped them?

Mr. SCOFIELD. No, we have not. We have reduced the number in the estimate.

Mr. LITTAUER. What will you do with these 65?

Mr. SCOFIELD. The proposition is to meet this estimated reduction by casualties as they are likely to occur from now to the 1st of next July.

Mr. BINGHAM. You say you have reduced—

Mr. SCOFIELD. We are asking for 65 less people, approximately, this year than we had last year.

Mr. BINGHAM. Have you got these men on your force now?

Mr. SCOFIELD. Yes, sir; that is, we had them at the time we made up the estimate and vacancies occurring from casualties since that date have not been filled. We are trying and we expect to meet that reduction by those casualties.

Mr. BINGHAM. As I understand, you have reduced the war list \$47,000?

Mr. SCOFIELD. Over that; \$47,470 in the force specifically provided for, and \$5,000 in the force of the Chief of Engineers provided for in a lump sum, payable from the various appropriations for river and harbor work, fortifications, and surveys.

Mr. BINGHAM. That is what you propose by this bill. You propose further to reduce the number of subordinates to the number of 65?

Mr. SCOFIELD. Approximately.

Mr. BINGHAM. Do I understand, then, that you will of necessity have reduced compensations all along the line?

Mr. SCOFIELD. No.

Mr. BINGHAM. Do you mean that \$45,000—or put it the other way, 65 people, as it stands, at \$47,000 would be an average compensation of about \$600 or \$700.

Mr. SCOFIELD. I do not quite understand.

Mr. LITTAUER. What proportion of promotions have you included in your revised estimate of the individuals you are going to retain? You hope to drop 65 individuals because of casualties and you have reduced expenditures for clerical force in the Department throughout \$47,000; now, then, if you had left your clerical force the salaries they are now receiving, how much greater would the reduction have been?

Mr. SCOFIELD. That is a proposition I have never considered in that form, but by going through it in detail I can show you exactly what the proposed increases are.

Mr. BINGHAM. You have no record, then, of your increases?

Mr. SCOFIELD. I can give it in a minute by going over this. In the Secretary's office is a proposed transfer of the present force as it stands without any increases and with a reduction of 12 people and some \$9,920 as to salaries.

Mr. LITTAUER. With no increase of salary to any individual?

Mr. SCOFIELD. There is no increase recommended in the Secretary's office. In the Record and Pension Office the same force and the same appropriation as last year is asked for. In the Adjutant-General's Office we ask for 26 less people and \$26,090 less money. We ask for an increase of \$250 for the chief clerk and for an increase of six clerks at \$1,000 and two messengers at \$840.

Mr. LITTAUER. Do not these messengers at this time receive \$660?

Mr. SCOFIELD. They receive \$720.

Mr. LITTAUER. In other words, they have been promoted?

Mr. SCOFIELD. This proposes to do that.

Mr. BINGHAM. Does he take these increases from his present force? You say he reduces \$20,000 in his office, and he reduces a certain number of clerical force, and then he asks so and so, as you stated.

Mr. SCOFIELD. You see it is not a net increase. He reduces 32 people and asks for an increase of 8, making a net decrease of 24.

Mr. LITTAUER. How many individuals in that Department would have their salaries increased?

Mr. SCOFIELD. I can tell you in a moment.

Mr. LITTAUER. That is what we want to get at throughout these different bureaus.

Mr. SCOFIELD. There will be no increase of salary except those two messengers. They would be increased from \$720 to \$840. In the Inspector-General's Office there is precisely the same force and appropriation asked for as they have now and no change. In the Judge-Advocate-General's Office the same. In the Signal Office there is an increase of 3 clerks asked for, making a total increase of \$3,040, consisting of one clerk at \$1,600, one clerk at \$720, and an assistant messenger at \$720. These increases are asked for because of the additional work thrown in the Signal Office by reason of the installation of the system of electric fire control and direction for our seacoast defenses. We are spending a good deal of money for that, and that necessitates the increase.

Mr. BINGHAM. Does he retain his war force?

Mr. SCOFIELD. He retains his war force and asks for these 3 additional.



Mr. LITTAUER. As to the war force, he asks for an additional clerk of class 4. Is that a promotion?

Mr. SCOFIELD. No, sir; that is simply a transfer of one of the temporary war clerks. He asks for 2 additional clerks of class 2, and they are of the temporary force. In other words, he transfers his temporary force to his regular force and asks for 3 more—one at \$1,600 and two at \$720. The Quartermaster-General asks for a net decrease of 18 clerks, and provides for that by a reduction of \$14,010.

Mr. HEMENWAY. Does he increase any salaries?

Mr. SCOFIELD. He asks for one increase of a \$2,100 position for one sanitary engineer. That is because of the increased building that has been rendered necessary by the increase of the Regular Army from 25,000 to 60,000, the return of troops from the Philippines, and the resumption of construction work for new artillery posts, etc.

Mr. LITTAUER. That would be a new appointment?

Mr. SCOFIELD. Yes, sir.

Mr. LITTAUER. What promotions does he recommend?

Mr. SCOFIELD. He recommends an increase of \$250 for his chief clerk and \$200 for four chiefs of division.

Mr. HEMENWAY. What does his chief clerk get now?

Mr. SCOFIELD. \$2,000.

Mr. LITTAUER. How about the four chiefs of division at \$2,000 each?

Mr. SCOFIELD. There are four chiefs of division getting \$1,800, and he asks for an increase to \$2,000. He has stated in the note the reason, and I know personally it is deserved. The men are doing a class of work—

Mr. BINGHAM. What do they do?

Mr. SCOFIELD. They are known as clerks of class 4 but they are in effect chiefs of divisions. In the last four or five years the increase of the Army has thrown increased responsibility and increased labor upon them, and the small increase of pay asked for will not put them, with reference to other departments, upon proper basis, comparing the War Department with the Interior Department or the Treasury Department, for example.

Mr. BINGHAM. That is a play upon the word "division;" that is my criticism there. The representatives of the Departments come before us and make earnest appeals because of this, that, and the other condition of the work of the divisions, and upon that basis we make the increase because we think it wise. Then it is followed by representatives of various departments assuming we have established a standard because a man is simply the head of a division and it is a play upon the word "division"; but that is the claim.

Mr. SCOFIELD. That is not the reason here. I wish you gentlemen could come down there and see just what these men do. I want you gentlemen to realize how little the War Department has ever asked in that direction as compared with other Departments of its size, and how little the War Department has as compared with other Departments. I have figures here which show beyond all question; I do not want to take up your time, but if you will give me two minutes I just want to read you some figures. The average salary in the Treasury Department between the grades of \$3,000 and \$900 is \$1,366. The average salary in the Interior Department is \$1,314. The average salary in the War Department is \$1,276. The Treasury Department has 86 \$2,000 clerks, the Interior Department has 152, and the War Department has but 26. Its proportionate number would be 65 of the \$2,000

grade; and so on down the list until the \$1,200 grade is reached, in which last grade the War Department actually has more clerks than the Treasury Department.

Mr. BINGHAM. That signifies nothing.

Mr. SCOFIELD. It signifies everything.

Mr. HEMENWAY. Just in that connection, in the War Department and Navy Department you have Army officers and Navy officers detailed there who perform these duties as chiefs.

Mr. SCOFIELD. Excuse me, they do not really. They correspond rather to the Deputy Commissioner of Pensions or the Assistant Comptroller, positions like that in other departments.

Mr. BINGHAM. But they are there and do lines of work for which you would otherwise have to employ a clerical force?

Mr. LIVINGSTON. The point he makes is this: Where you have officers detailed to do this you have civilians in all other departments detailed at some price, and therefore you ought not to charge that on the War Department.

Mr. SCOFIELD. The officer represents a person who is not engaged in these lines. He represents an assistant comptroller or a deputy bureau chief or an assistant bureau chief.

Mr. LITTAUER. There is the Assistant Quartermaster-General, etc., and a number of them.

Mr. SCOFIELD. They correspond to an assistant bureau chief in the Treasury and in the Interior Department.

Mr. LITTAUER. Do not they actually perform the duties of chiefs of divisions?

Mr. SCOFIELD. They do not. They take responsibilities which no chief of division, speaking generally, takes; certainly not in the War Department. They act in the name of the bureau chief, and within certain limits they relieve him of a portion of his duties. In his absence they act in his stead as acting chief of bureau. They are assistants to chiefs of bureaus, but not in any proper sense chiefs of divisions.

The Commissary-General represents a decrease of three persons and a decrease of \$4,000. There is asked for in the Commissary-General's Department an increase of 2 clerks of class 4 and a decrease of 1 clerk of class 3.

Mr. LITTAUER. How many promotions would there be?

Mr. SCOFIELD. I was just giving you that. There is a promotion here in the Commissary-General's Office of 2 clerks of class 4. There is an addition of 1 clerk of class 3. There is no change in the clerks of class 2.

Mr. LITTAUER. An increase of 6 in class 1?

Mr. SCOFIELD. No. There is a decrease. There are 22 clerks of class 1. I can give it better by this table. There is a decrease in class 1 of 5 clerks. They have 22, and only ask for 17.

Mr. LIVINGSTON. Have you got somewhere a table giving the decreases and total increases both in numbers and in money?

Mr. SCOFIELD. Yes.

Mr. LIVINGSTON. That is all we want.

Mr. LITTAUER. No, Mr. Livingston; I was going a little beyond that.

Mr. SCOFIELD. I have a table here which will give all this information.

Mr. LITTAUER. Will you make a digest of it?

Mr. SCOFIELD. I will, and send it to the committee. Now, passing

from the Commissary-General to the Surgeon-General, there is a decrease of 7 people and a decrease of \$4,910. There is an increase asked for of \$250 for the chief clerk; also an increase of \$360 to promote two clerks from \$720 to \$800 per annum, and one messenger from \$600 to \$720.

Mr. BINGHAM. What does he get now?

Mr. SCOFIELD. \$2,000 a year. The Paymaster-General's Office is decreased by 6 people and decreased in money by \$6,000.

Mr. BINGHAM. He asks for nothing?

Mr. SCOFIELD. He asks no increase. The Chief of Ordnance asks for an increase of \$1,410, and a decrease of two persons.

Mr. LIVINGSTON. That is in promotions?

Mr. SCOFIELD. Yes, sir; but he says that if section 1167 of the Revised Statutes could be so amended as to permit ordnance returns to be made semiannually instead of quarterly that he could make a still further reduction of \$7,500.

Mr. LITTAUER. What does that statute cover?

Mr. SCOFIELD. That is a statute which relates to the Ordnance Department. It is in a body of statutes relating to the department, and is in reference to returns to be made quarterly.

Mr. BINGHAM. Are not the other returns of the Army made quarterly?

Mr. SCOFIELD. Some of them are made semiannually.

Mr. BINGHAM. Is that the exception?

Mr. SCOFIELD. It would not injure the service in any way and it would not limit the responsibility for property in any way, but it would do away with a great deal of paper work and be very economical.

Mr. BINGHAM. Is there any other department which renders its returns quarterly?

Mr. SCOFIELD. I could not say offhand about that. I know the Signal Corps is semiannual. The Medical Department, with some exceptions, makes annual returns.

Mr. BINGHAM. Your judgment is and the judgment of the Chief of Ordnance is that the service will be in no wise injured?

Mr. SCOFIELD. It has been discussed by the ordnance officers and has been taken up with the Chief of Ordnance and with the Secretary of War; it has been discussed very thoroughly.

Mr. LITTAUER. In other words, this is simply making an inventory of property?

Mr. SCOFIELD. That is what it is. Whenever any officer has ordnance property issued to him he has to account for it quarterly now. This is a proposition to have him account for it every six months. There is no way for him to escape his liability by the added time. The present arrangement of quarterly returns does not prevent a report every time anyone makes a change. For instance, if an officer is relieved by another when he has only served a month after having the property, he has to make a return to settle his account.

Mr. BINGHAM. On that point suppose you send us a memorandum of other bureaus of the Department which make quarterly returns as against semiannual returns.

Mr. SCOFIELD. It could be very well modified, if you gentlemen want to modify the language in specific terms, by putting in "at the discretion of the Secretary of War."

Mr. BINGHAM. Should the statute be changed in accordance with the recommendation of the Chief of Ordnance where could that reduction be made?

Mr. SCOFIELD. I know in what branch of the office it will be made, but just how the Chief of Ordnance will make it I do not know.

Mr. BINGHAM. Will you ask him to send us a communication covering that?

Mr. SCOFIELD. Yes. The Chief of Engineers asks for an increase of \$250 for his chief clerk, and there is a reduction of \$5,000 in the indefinite lump sum for clerical services, etc., to be paid for out of the river and harbor appropriations and the fortification appropriations. The Secretary of War himself cut that down to \$80,000, but the Chief of Engineers is quite insistent that it ought to be \$85,000.

Mr. BINGHAM. How many chief clerks receive \$2,250 now?

Mr. SCOFIELD. None.

Mr. BINGHAM. The bureaus were organized with chief clerks on a basis of \$2,000?

Mr. SCOFIELD. Yes, sir; that was the basis which prevailed fifty years ago, when living expenses were not so high as now. They all receive \$2,000 except one, who receives \$1,800, in the Inspector-General's Office.

Mr. BINGHAM. Your chief-clerk roll covers \$2,000, with the one exception?

Mr. SCOFIELD. Yes, sir.

Mr. BINGHAM. Now, as to the Bureau of Insular Affairs.

Mr. SCOFIELD. The Bureau of Insular Affairs existed as a division before the passage of the Philippine law, which continued it, with the designation of a bureau, and this estimate simply continues it as a bureau.

Mr. BINGHAM. You have had this temporary force?

Mr. SCOFIELD. The same force.

Mr. BINGHAM. He simply continues at the same compensation the same number of subordinate force the current law allows?

Mr. SCOFIELD. Not what the current law allows, but as he organized it under the current law. The current law has converted it into a bureau. It was a division before, and at the time the current law made it a bureau the Secretary organized it, gave it an organization which was substantially what it had before, with a few changes, and under the law he continues it in that same line.

Mr. BINGHAM. And makes no application for increase?

Mr. SCOFIELD. No application for increase.

Mr. BINGHAM. And this detail is what they are receiving under current law?

Mr. SCOFIELD. Precisely. The next is contingent expenses of the War Department and its various offices. There is a reduction of \$5,000 in this estimate and a reduction of \$5,000 in the estimate for stationery. Right here I want to make a suggestion which I did not have time to talk to the Secretary about, but which I feel quite sure the Secretary will approve, and that is for a combination of those two appropriations, the same as in the Navy Department. Instead of appropriating under separate heads for contingent expenses so much, and then for stationery so much, to appropriate for stationery, contingent expenses, etc., and combine the two sums. The only reason for the

separation as it now exists is that formerly, many years ago, the issuance of miscellaneous supplies was under one division and the issuance of stationery was under another division. The Secretary some years ago combined those under one division.

Mr. BINGHAM. How many years ago?

Mr. SCOFIELD. Fifteen or sixteen years ago.

Mr. BINGHAM. And this so continued?

Mr. SCOFIELD. It has so continued.

Mr. BINGHAM. It is under one chief?

Mr. SCOFIELD. It is under one chief and has been for fifteen years, probably sixteen or seventeen years.

Mr. BINGHAM. I think you will find there is no difficulty in following that expenditure with these two items under one chief.

Mr. SCOFIELD. There is no difficulty in it; but I am saying there is no utility in putting it this way, while there is every reason based upon economy and simplification of paper work in putting it the other way.

Mr. LITTAUER. This is one of the great items of your miscellaneous expense; it is one-third of all.

Mr. SCOFIELD. You can so limit it that not to exceed that sum should be expended for stationery. There is no desire to have any restriction removed. The effect of the division of these appropriations is you have to make a requisition. For instance, if a division or branch office wants to get some note paper and some envelopes and a cuspidor, it has to put in two separate blanks—a "stationery" requisition and a "miscellaneous" requisition—and it makes a lot of paper work, when all supplies could go on one blank if the appropriations were combined. It makes a lot of paper work from start to finish, and then the bills which come from the storekeepers have to be made up in the same way. The storekeepers and clerks make mistakes sometimes, and that necessitates writing a letter and requires a great deal of unnecessary work to accomplish something that could be done so easily the other way.

Mr. LIVINGSTON. I think we should take a note of that. I know that to be true, from personal observation, that it requires a great deal of extra clerical work and a great deal of confusion of accounts. If it could come within one appropriation, and say not more than \$25,000 for stationery, it would save a great deal of money and a great deal of time.

Mr. SCOFIELD. You can restrict it in any way and preserve all the features we have now, and I want to call attention to the fact that in the Navy and Agricultural departments it is made in the one appropriation.

Mr. BINGHAM. Rent of buildings?

Mr. SCOFIELD. There is no material change here except in the building we are continuing for the Record and Pension Office at a little cheaper rate. That is the only change except the item of \$1,200 estimated for a building for the Bureau of Insular Affairs. The Bureau of Insular Affairs is now occupying a building at \$1,000 a year under the appropriation of \$30,000 in the last Congress for bringing down to date, so as to make complete, the statement of receipts and expenditures during the military occupation of Cuba by the United States.

Mr. BINGHAM. Your note is fairly explanatory. The next item is incidentals. That covers your Department. Have you anything additional to submit to us?

Mr. SCOFIELD. I do not know of anything except that matter of combining those two appropriations.

Mr. BINGHAM. Has any gentleman any inquiries to make?

Mr. LITTAUER. I would like to ask—there is a general increase asked for for watchmen in the various parks. How long have they been receiving their present compensation?

Mr. SCOFIELD. My recollection is—I do not want to be positive about this—that it is only a few years. This present force either was largely increased within a few years or else was created in its present condition during that period. The estimate as it originally came up was for twice as much as it is now. It was urged by the officer in charge of public buildings and grounds on the ground that the duties of the watchmen were closely allied to the duties of policemen, who receive much higher salaries; that they were as much exposed, and had as many hours, and had to make as many arrests as other policemen, and various considerations of that kind. \$120 per annum was the increase originally asked for, but the Secretary of War cut it down to \$60; \$5 a month instead of \$10.

Mr. BINGHAM. You have given all you wish?

Mr. SCOFIELD. All I think of.

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## PUBLIC BUILDINGS AND GROUNDS.

### STATEMENT OF COL. THEODORE A. BINGHAM, IN CHARGE OF PUBLIC BUILDINGS AND GROUNDS.

Mr. BINGHAM. You ask for 1 sergeant of park watchmen at \$950, an increase of \$50?

Colonel BINGHAM. No; I ask an increase of \$100. The engineer estimates were razed by the Secretary of War. He sent and asked to have the recommendation cut in half. I respectfully declined to cut the recommendation in half, but said: "The Secretary can make the approved estimate what he desires, but I recommend \$100."

Mr. BINGHAM. How many park watchman have you?

Colonel BINGHAM. I have 1 sergeant and 29 watchmen.

Mr. BINGHAM. What is the police force receiving in the District? What does a sergeant receive?

Colonel BINGHAM. He gets \$100 or \$125, I guess. A policeman gets over \$1,000 a year.

The CLERK OF THE COMMITTEE. There are two classes of policemen; one receives \$900 and the other \$1,080 a year.

Mr. BINGHAM. What does a sergeant get?

The CLERK OF THE COMMITTEE. They get \$1,140 each.

Colonel BINGHAM. This sergeant of ours is the only officer I have got; all the rest are privates. I have not any lieutenants.

Mr. BINGHAM. What is your full force—29?

Colonel BINGHAM. It is now 30, including the sergeant, except that I have asked for an increase. I want to put on the regular force the two watchmen in the Potomac Park. I have two, a night and a day watchman, and those I want to incorporate in the body of park watchmen.

Mr. BINGHAM. And at the same compensation?

Colonel BINGHAM. At the same compensation; yes, sir. Our park

watchmen are the poorest paid men I have been able to find in the United States.

Mr. LITTAUER. The Secretary has cut down your request for an increase in park watchmen.

Colonel BINGHAM. Has he cut it down?

Mr. LITTAUER. You requested an increase from \$720 to \$780?

Colonel BINGHAM. The Secretary has cut it down; that is not my recommendation.

Mr. BINGHAM. What do you recommend this body of men shall receive?

Colonel BINGHAM. They have been receiving \$720. That is \$60 a month, and I recommend that they receive \$70 a month for the privates and \$100 a month for the sergeant; and if I had known he would have done that I would not have recommended it. Of course half a loaf is better than no bread, but I do not think it is right.

Mr. BINGHAM. Do they in fact do much police duty?

Colonel BINGHAM. They do just as much as the city police.

Mr. BINGHAM. Their jurisdiction is broader.

Colonel BINGHAM. They have as hard work, and they work the same number of hours, and they have done a great deal in cleaning up the parks.

Mr. BINGHAM. How many watchmen do you have in a park—two?

Colonel BINGHAM. Sometimes; it is dependent upon the size of the park. Sometimes we have two and sometimes we have one.

Mr. BINGHAM. The tour of duty is how long?

Colonel BINGHAM. I am not allowed to give more than eight hours.

Mr. BINGHAM. Then there are only sixteen hours of protection given?

Colonel BINGHAM. The whole day is not covered at all.

Mr. BINGHAM. I understand it. You increase one for the Potomac Park annex.

Colonel BINGHAM. I ask for a night watchman and a day watchman. Now, there is one other point I want to bring before you and urge as strongly as I can. In the last bill Congress gave these park watchmen, who are United States watchmen, the same free medical attendance the city police had. That seemed to be the right thing, and I made it up with Major Sylvester, and the committee gave it to me. I can not see now why they should not have also the other benefits the city police have, namely, that the fines, forfeitures, etc., that come from the cases which they present in the police court should not be preserved and kept as a pension fund for the United States watchmen.

Mr. BINGHAM. Is there such a fund?

Colonel BINGHAM. Certainly; the city police have a pension fund which comes out of the fines and forfeitures in the police court. Now, why should the money collected from fines and forfeitures in cases which the United States watchmen take to the police court go to the city fund?

Mr. BINGHAM. You say there is such a fund?

Colonel BINGHAM. Yes, sir. Therefore I respectfully request the committee to authorize legislation which would make simply a separate class of United States watchmen and let them have the benefit of their own fund.

Mr. BINGHAM. Does your letter indicate the statute?

Colonel BINGHAM. I have carefully gone over it and suggested the legislation.

*“Provided, That hereafter the Commissioners of the District of Columbia are hereby authorized and directed to deposit with the Treasurer of the United States the receipts from fines and forfeitures of collateral from cases brought before the police court by the United States park watchmen, which deposits shall form a United States park watchmen’s relief fund.*

*“No United States park watchman shall receive or share in, for his own benefit, under any pretense whatever, any present, fee, or emolument for his services as a United States park watchman other than his regular salary and pay provided by law, except with the consent of the Chief of Engineers, United States Army; and said rewards, fees, proceeds of gifts, and emoluments, and all unclaimed moneys, and all moneys arising from the sale of any unclaimed property that may be found upon the public grounds in the District of Columbia under the jurisdiction of the Chief of Engineers by any United States park watchman shall be paid into and form a part of said United States park watchmen’s relief fund, for the purposes as hereinafter provided.*

*“Provided further, That hereafter the Chief of Engineers shall deduct fifty cents each month from the pay of each United States park watchman, which sum so deducted shall form part of the United States park watchmen’s relief fund, which fund from all legal sources shall be invested in United States or District bonds by the Treasurer of the United States, and be held by him subject to the drafts of the Chief of Engineers, United States Army, for expenditures made in pursuance of law, and such expenditures shall be accounted for as required by law for other expenditures of the United States.*

*“And said United States park watchman’s relief fund shall be used under regulations to be established by the Chief of Engineers, United States Army, (a) for the relief of any United States park watchman who, by injury received or disease contracted in line of duty, or by having served not less than fifteen years as a United States park watchman, shall become so permanently disabled as to be discharged from service therefor; (b) and in case of his death from such injury or disease, leaving a widow or children under sixteen years of age, for their relief: *Provided, That such relief shall not exceed for any one United States park watchman or his family the sum of twenty-five dollars per month; and a sum not exceeding twenty-five dollars may be allowed from said fund to defray the funeral expenses of any United States park watchman dying in the service of the United States; and (c) the officers of said United States park watchman’s force after fifteen years’ service as United States park watchman, or after having been injured or contracted disease in the line of duty in said service, may be removed from the force, and if of good record and character shall receive an allowance which may equal fifty per cent of the salary paid at the time of such removal; or, in case of death, the widow and children under sixteen years of age may be granted a sum not exceeding that aforesaid.*”*

Mr. LITTAUER. Have you any statistics of what that amounted to in the last three years?

Colonel BINGHAM. Not so long as that. Last year we only had this



organization of the force running, but it has been increasing a good deal. The first year it was about \$1,700, and last year about \$3,000.

Mr. BINGHAM. That goes into the city police fund?

Colonel BINGHAM. Yes, sir. Now, it does not seem, that the United States is getting a fair share.

Mr. BINGHAM. Are your watchmen eligible to the benefits of that fund?

Colonel BINGHAM. No, sir; not at present. That is what I want to arrange for.

Mr. BINGHAM. How are your men appointed—by civil service?

Colonel BINGHAM. Yes, sir; from the civil-service list. In order to improve our status I have had a special class established by the civil service so that everybody can not get on the list. We take particularly good men.

Mr. BINGHAM. On page 156, in regard to night watchmen, your recommendation, I presume, was an increase to \$840 instead of \$780?

Colonel BINGHAM. I recommended an increase to \$70 a month, \$840, but the Secretary cut it to \$780.

Mr. BINGHAM. And you ask for one additional man at the Potomac Park?

Colonel BINGHAM. Two—a day watchman and a night watchman.

Mr. TAYLOR. That is not asked for in this estimate.

Colonel BINGHAM. There is a night watchman on page 156; the other watchman is on page 155.

Mr. BINGHAM. Is there anything else you desire to submit to us?

Colonel BINGHAM. No, sir; that is all.

SATURDAY, *December 6, 1902.*

## NAVY DEPARTMENT.

### STATEMENT OF HON. WILLIAM H. MOODY, SECRETARY OF THE NAVY.

Mr. BINGHAM. I see in the administration of your great Department you start in at your own office with economy. Have you all you desire?

Secretary MOODY. I have all I desire; in fact, I have one vacant place, but with your permission I should like it appropriated for, as I may have to use it.

Mr. BINGHAM. We have your communication under date of November 18, transmitted by the Secretary of the Treasury on December 1. Therefore that part of your estimate and your proposition is in lieu of that in parentheses on the top of page 161?

Secretary MOODY. Yes, sir.

Mr. BINGHAM. Now, will you read your communication to us?

Secretary MOODY. Yes.

NAVY DEPARTMENT,  
*Washington, November 18, 1902.*

SIR: Referring to this Department's letter of October 3, 1902, transmitting estimates of appropriations for salaries and contingent expenses of the Navy Department for the fiscal year ending June 30, 1904, together with estimates for printing and binding for the Navy Department for the same period, I have the honor to forward here-

with an estimate covering the annual rental of the fireproof building for the use of the Department, for the rent of which the Secretary of the Navy was authorized, in his discretion, to enter into contract by the deficiency appropriation act approved July 1, 1902, together with items of fuel, light, and miscellaneous articles, and the salaries of necessary employees for said building, amounting to \$44,060.

Very respectfully,

WILLIAM H. MOODY, *Secretary*.

The SECRETARY OF THE TREASURY.

Mr. BINGHAM. And I understand below is the detailed sums making the total of \$44,060?

Secretary MOODY. Yes; except with one addition. I have to pay something for moving and for certain connections, a conduit, to transmit power and light, and the furnishing of the building, and I handed to Mr. Courts a provision in addition to this giving \$5,000, to be expended under my direction for all those purposes, which we hope will be sufficient.

Mr. BINGHAM. Then you had better give us some details, or do you want the sum total of \$5,000?

Secretary MOODY. I put it \$5,000, to be expended under the direction of the Secretary. We could not exactly give you details now, but we can assure you it will be expended with the utmost economy.

Mr. BINGHAM. Will you write us a letter covering in a general way what those items will be?

Secretary MOODY. I will. We could specify them now to the extent of saying that it will be furniture and the expenses of removal, but I will see that such a letter comes to you.

Mr. BINGHAM. Turn to page 180, to the item "for fuel, light, and miscellaneous articles for fireproof building authorized to be rented for the Navy Department."

Secretary MOODY. I would like to strike out the words "and miscellaneous articles." I need not explain to this committee the reason why I want to do that. This specific appropriation which I have suggested will take the place of miscellaneous articles and will be expended under my direction, if you see fit to do it.

Mr. BINGHAM. In other words, the expenditures for 1903 are \$2,350, and if we give you discretionary power for \$5,000, you will include that item?

Secretary MOODY. No. We should have to have \$4,700 for this item for the fuel and light, and we should have to have \$5,000 for the expenses of removal and furniture, but I should like to strike out the words "and miscellaneous articles," leaving only fuel and light.

Mr. BINGHAM. Will you need that much?

Secretary MOODY. It is so estimated. Of course fuel and light is one of the things that do not increase because you have a large appropriation, and after one-half year's experience we can tell better what we need there.

Mr. BINGHAM. Let me see if I have your proposition. Turning to page 161, as I understand, you desire the force embodied there as expressed in the brackets continued?

Secretary MOODY. I do, sir.

Mr. BINGHAM. That means an appropriation of \$14,860, the same as you now have. That you desire continued?

Secretary MOODY. We have not as yet expended anything, but we desire it continued.

Mr. BINGHAM. You want that for the next fiscal year?

Secretary MOODY. Yes.

Mr. BINGHAM. Then you want an appropriation of \$5,000 for a contingent fund or for a discretionary fund for such purposes as you will indicate in your general letter?

Secretary MOODY. Yes.

Mr. BINGHAM. Then you want to come to page 180 for the item "for the rental of additional rooms or buildings in the city of Washington required for the transaction of the business of the Navy Department." What about that item?

Secretary MOODY. That will not be needed, because we shall get into our new building; that you can strike out.

Mr. BINGHAM. Then the next item, "for the rental of a suitable fireproof building, containing not less than approximately 60,000 square feet of space," what about that?

Secretary MOODY. That is \$24,500, which is the rental price.

Mr. BINGHAM. In lieu of \$12,250, which is for the present half year, for another year you just double that amount. Then we come to the item, "for fuel, lights, and miscellaneous articles for fireproof building authorized to be rented for the Navy Department," and there you want the words "and miscellaneous articles" stricken out?

Secretary MOODY. I do.

Mr. BINGHAM. No addition to the verbiage?

Secretary MOODY. Not there.

Mr. BINGHAM. The appropriation for the last half of 1903 was \$2,350, and you want for the next fiscal year how much?

Secretary MOODY. \$4,700.

Mr. LIVINGSTON. Then you want to add \$5,000?

Secretary MOODY. Yes. I will say, gentlemen, we expect to get all our business under the two roofs now and discontinue all outside rentals.

Mr. BINGHAM. I understand exactly. The library of the Navy Department runs the same. Naval records of the rebellion, you take the clerk of class 4, \$1,800, and ask he be made chief clerk at \$2,000. Do I understand this is a new one?

Secretary MOODY. I do not know that I should have consented to this estimate merely upon the ground that this man was the chief clerk. He is a good deal more than chief clerk. He is practically the compiler of the Naval War Records. The man who holds that position, Mr. Stewart, is a graduate of the Naval Academy, but one of those who were discharged upon graduation among others who were not taken in the service, and seems to be an accomplished man and has worked very hard on these Naval War Records. He is now acting also as librarian, temporarily at least. The librarian was a naval officer, and I ordered him to other duty, and this civilian is performing the duties of librarian. I looked into it with a great deal of care and I thought he ought to have \$2,000, and submit it to the committee.

Mr. BINGHAM. That is the only increase asked for?

Secretary MOODY. I will say this also, gentlemen; you have in here one agent to be selected by the Secretary of the Navy from officers of the late Confederate Navy at \$1,800. I did not intend to estimate for that. I suppose it would likely be continued for sentimental reasons, but I feel like saying to the committee the work of that officer is now finished. Practically the records are collected and that is the work he was doing; he was going through the South and attending the

reunions of veterans and collecting records for publication here which were not obtainable in any other way, and I am told by those responsible that that work is practically done.

Mr. LIVINGSTON. Who is going to keep it and see that they are published correctly from his standpoint, Mr. Secretary? Are you going to leave that to the other man?

Secretary MOODY. Yes; I suppose so. I think we have got to a period now where it is sober history rather than any attempt to sustain one side or the other. The available Confederate records are meager, and we publish substantially all. As I said, I suppose Congress, for the reasons I named, will desire to continue to do it, but I do not need him. That is all I have to say about it.

Mr. TAYLOR. How long do you think that work has been finished? Has he practically collected anything lately?

Secretary MOODY. Yes, sir; he has collected some things in the current year. They are very small in amount.

Mr. TAYLOR. It would not be hard to let this run over until next session.

Secretary MOODY. No; I could not say it would.

Mr. TAYLOR. Let the matter be mentioned now and take it up then.

Mr. BINGHAM. You have said all you desire there?

Secretary MOODY. Yes, sir; I have increased the estimate for publication.

Mr. BINGHAM. No; I think not. Yes; I see on page 162 you increase it \$10,500.

Secretary MOODY. I want to get out another volume. I want to get this thing done. It will go along forever unless it is hurried.

Mr. BINGHAM. Do they assume that publication is going to be larger than originally contemplated?

Secretary MOODY. Yes, sir.

Mr. BINGHAM. How many volumes do they go upon now?

Secretary MOODY. They will not be specific in their estimates.

Mr. BINGHAM. They will not give you a good guess?

Secretary MOODY. No; they will not give me a good guess. I think they will probably get up to thirty volumes.

Mr. BINGHAM. The proposition was eighteen originally?

The CLERK OF THE COMMITTEE. It started at six or eight and got up to twelve.

Mr. BINGHAM. My recollection is eighteen, but Mr. Courts says not, and that it was six or eight.

Secretary MOODY. They have thirteen published and distributed; two more are in print.

Mr. BINGHAM. They can get out the third volume instead of two?

Secretary MOODY. Yes, sir.

Mr. BINGHAM. They estimate \$10,000 a volume?

Secretary MOODY. Yes, sir. I think they can get out the third volume and without any practical increase in the clerical force. They ought to do it; they must do it.

Mr. BINGHAM. Now, the Judge-Advocate-General's Office. I see there is only one change, and that is from a laborer to assistant messenger, and the note covers that. Bureau of Navigation you increase by one transferred from the Nautical Almanac Office. It is a mere transfer, and it is dropped in the Nautical Almanac Office. That is satisfactory. Office of Naval Intelligence, that is the same. Bureau of Equipment

is the same. Hydrographic Office has a little lift, from \$95,418 to \$96,618, a raise of \$1,200; but that increase of \$1,200, on page 166, if you observe the note, is predicated upon the item for one electrotyping plant for use in electrotyping engraved chart plates. In other words, it is not required unless the committee determines to put in that additional plant.

Secretary MOODY. No; we estimate for the plant on page 169, at \$800.

Mr. BINGHAM. You have looked into that?

Secretary MOODY. I have; very carefully.

Mr. BINGHAM. And you have concluded it would be necessary?

Secretary MOODY. I concluded it was economical and necessary.

Mr. BINGHAM. I see your note here.

Secretary MOODY. May I make a suggestion? There is language on page 166 in brackets, and language on page 169 in brackets, intended to accomplish the same purpose. I should like to have the language on page 166 retained in the bill, which provides, "and no other fund appropriated shall be used in payment for such or similar services in the Hydrographic Office at Washington, District of Columbia."

Mr. BINGHAM. That is the old contention?

Secretary MOODY. One of them.

Mr. BINGHAM. Going to page 169, that can go out?

Secretary MOODY. That can go out. I think, as far as I can see, the purpose will be accomplished by the language on page 166; or if you think that 169 is more effective, take 169 and cut out 166; we do not need them both.

Mr. BINGHAM. I am rather disposed to think that the language on page 169 is broader, because 166 applies only to your permanent bureau.

Secretary MOODY. I do not know. Well, perhaps 169 is safer and better.

Mr. BINGHAM. You do not need them both?

Secretary MOODY. No.

Mr. BINGHAM. Does your hydrographic bureau—it is under what office, the Bureau of Equipment?

Secretary MOODY. The Bureau of Equipment.

Mr. BINGHAM. Do they contend as against your judgment for this discretionary expenditure or discretion under the appropriation?

Secretary MOODY. No. I think I was a little hasty in saying the Bureau wanted it. I rather assumed they would want it because all bureaus like to borrow from other appropriations to eke out their needs.

Mr. BINGHAM. The next is the Naval Observatory. Professor Newcomb called upon me this morning and gave me a letter of the Secretary of the Treasury which was transmitted to the first session of Congress too late for consideration in connection with this legislative bill, wherein is transmitted by Secretary Shaw a letter of Secretary Long. As you are familiar with the contention with reference to the Naval Observatory under civil administration as against naval administration, have you anything to say upon that, or do you desire conditions to remain as they are?

Secretary MOODY. Mr. Chairman, I would like to have conditions remain at the observatory as they are for one year longer. I am not at all satisfied with the conditions there.

Mr. BINGHAM. You have not taken up the subject critically?

Secretary MOODY. Not critically. My own view is that the Navy ought to go out of the business of astronomy except so far as it is directly connected with naval affairs. That is what the observatory began as; it has now become a scientific institution. I do not know how to run an observatory and you never will get a Secretary who does know how to run an observatory. You are not going to get very often an officer who will know how to run an observatory. I would be glad to give the whole thing away to some scientific institution if they would run it, but in the meantime I would like not to take up the question this year.

Mr. BINGHAM. In other words, it is your wish, notwithstanding this letter under date of March 4, 1902, that your estimates for the next fiscal year shall remain as they are in the bill?

Secretary MOODY. Yes, sir.

Mr. LIVINGSTON. And that includes the fence business?

Secretary MOODY. That fence business estimate I am not specially particular about, but I think that fence would be a good thing.

Mr. LIVINGSTON. It is all woods there?

Secretary MOODY. But cattle get in there.

Mr. LIVINGSTON. They can not eat the trees.

Secretary MOODY. They can not do any special harm, but this is one thing out of a great many proposed to me which I let in as useful.

Mr. LIVINGSTON. If we gave it away we would rather not put that fence up, and I am with you about giving it away. If we give it away, let the fellow fence it in to whom we give it.

Secretary MOODY. Of course, I want to be understood, Colonel Livingston, there is a certain amount of strictly naval work that we ought to continue to do.

Mr. BINGHAM. Your criticism does not run to the work of the observatory?

Secretary MOODY. Not to the naval work, but I am informed by Professor Newcomb the results of the scientific work are very unsatisfactory, but I do not know enough to know whether they are or not.

Mr. BINGHAM. Go to the item on page 152: "For material and labor for fence to inclose the whole of the observatory boundary, \$2,800."

Secretary MOODY. Well, that is rather desirable, though I think the observatory could continue another year without it.

Mr. BINGHAM. You think it could?

Secretary MOODY. Oh, yes.

Mr. BINGHAM. Nautical Almanac Office, there is a brief cut; pay of computers the same. The Bureau of Steam Engineering is the same.

Mr. LIVINGSTON. Mr. Chairman, may I ask the Secretary about the propriety of keeping these bureaus; I am against them. Why have three or four or five men over, say, the Bureau of Construction? Why not have one good head and break up your bureaus and send these men into the service?

Secretary MOODY. That, of course, my predecessor contended for all during his term of office without success. Somebody has to do the work that is now being done by the chiefs of bureaus, but, as you say, the disadvantage of having these independent bureaus is very considerable in administration.

Mr. LIVINGSTON. I think so.

Secretary MOODY. For instance, at the navy-yard there has to be an officer who reports to the Ordnance Bureau, another one who reports to the Bureau of Construction and Repair, another who reports to the

Bureau of Equipment. Now, I have had a great deal of trouble in having an officer report to two bureaus. That is, where there is no more work in two or three bureaus than one officer could do I have had him report to more than one bureau and sent the other man to other duty. Well, they tell me I am doing great harm in doing it, but I have done it as an experiment. I can not undertake to consolidate those bureaus now because I know that it can not be done. The Naval Committee will not do it, and therefore I have not taken up the question and I am not ready to form a final opinion on it, as I have only been in there a few months.

Mr. LIVINGSTON. I would like to have you think about it by next session.

Secretary MOODY. I am thinking about it all the time; it is brought to me every day in an emphatic way.

Mr. HEMENWAY. In this item for the Bureau of Steam Engineering you will notice there is a list of employees set out that are not provided for in the bill and paid for out of the "Increase of the Navy." What do you think about continuing this practice? Is it better to provide for those employees in this bill?

Secretary MOODY. If Mr. Hemenway would permit me, I would like to say something on that general subject, and, having said that, then submit myself to questions.

Mr. HEMENWAY. I would like to have you do so.

Secretary MOODY. There has been very little increase in the legislative bill so far as it relates to the naval establishment for a great many years, and it would appear that the Navy was more economical than other Departments of that kind. It is very misleading, because we, in this bill, appropriate for 265 positions, with salaries of \$308,000, while there are employed in the Department in addition, not specifically appropriated for, 301 persons, with a total compensation of \$350,000. In other words, we employ more persons and pay them more money, without the specific consent of Congress, than we do with the specific consent of Congress.

Mr. BINGHAM. Under the "Increase of the Navy?"

Secretary MOODY. Under the "Increase of the Navy" and some other items to which I will call attention. Therefore the pains you take with the legislative bill may be entirely rendered nugatory by bad administration of these other appropriations. Now, if you will permit me to say where these persons come from that are not in this bill—they come in the first place from the appropriation for the "Increase of the Navy."

Mr. BINGHAM. Which is made on the naval bill?

Secretary MOODY. And consists of many million dollars annually, and that is done by virtue of the authority of the act of March 3, 1887, which contains this provision, "*Provided*, That the Secretary of the Navy may employ and pay, out of appropriations for new ships, such civilian expert aids, additional draftsmen, writers, copyists, and model makers on the designs therefor which may be necessary." While that is theoretically wrong, from my point of view at least, and I think from the point of view of this committee, there are some advantages in it. The first advantage is that if we administer the Naval Department as it has been administered in times past, we get these people a great deal cheaper than we could if we appropriated for them specifically. We begin away down, some at \$200 a year, many at \$1.52 a day, \$2 a day, and so on.

Mr. BINGHAM. Where are they employed?

Secretary MOODY. They are employed from this appropriation and they are supposed to be employed in those bureaus whose work is increased by the building of ships.

Mr. BINGHAM. Are they employed in Washington; not at the yards?

Secretary MOODY. This refers entirely to employment in the Department. Now, we get them cheaper that way than we could if Congress appropriated for them specifically. This is one advantage. There is a second advantage which comes from this, that work naturally expands and contracts just as it does in the shipyards themselves, and we find it much easier to discharge these people when we have finished with them than we could if they were specifically appropriated for in the bill.

Mr. BINGHAM. Then they would be under civil service?

Secretary MOODY. They are under civil service now, but we discharge them readily, because they have no habitation, so to speak, in the bill, and whenever we get through we let them go, and then we can take them on as we please and let them go. In addition to that, very many of them are technical; there are some clerks, but very many are technical, draftsmen, pattern makers, and men of that sort. On the other hand, there is this great danger of abuse, and I found what seemed to be some perversions in the Department, and those men have been discharged. For instance, I found they were using a man at \$6 a day, paid from the "Increase of the Navy," and he was drawing pictures for the Naval War Records. He was transferred back to the Bureau of Construction and Repair, and now has resigned. Then in addition to "Increase of the Navy" there were two other appropriations from which employees are employed in the same way. The Hydrographic Office has an appropriation of \$96,618 for the payment of employees. You make it in this bill. Now, that is all used for the purpose of paying employees in the Department at Washington. I have a table here showing how many there are. I think this does not appear elsewhere, and I will say there are 82 employees under that appropriation for the Hydrographic Office, all employed here, and I have here a list of the respective salaries they get, if you care to have it.

*Per annum employees in Hydrographic Office paid from a lump appropriation.*

\$3,000 .....	1
\$2,200 .....	1
\$2,000 .....	2
\$1,800 .....	7
\$1,600 .....	7
\$1,400 .....	8
\$1,200 .....	11
\$1,000 .....	14
\$900 .....	2
\$840 .....	1
\$800 .....	5
\$720 .....	6
\$700 .....	1
\$660 .....	6
\$600 .....	2
\$500 .....	3
\$400 .....	1
\$300 .....	2
\$200 .....	2



Then there is an appropriation in the naval act in this language under "Yards and Docks:" "For the preparation of plans and specifications for public works, including such expert aids, draftsmen, writers, and copyists as the Secretary of the Navy shall deem necessary, \$30,000." This is all expended for employees not specifically appropriated for. That is all I have to say.

Mr. HEMENWAY. As long as the office is well administered, this manner of appropriation results in a saving to the Government?

Secretary MOODY. Yes.

Mr. HEMENWAY. But in the event it was not well administered it is a power to employ hundreds of unnecessary people?

Secretary MOODY. Absolutely. You can do with me just as you please, and I could laugh in your faces, and I could go back to my Department and employ just as many clerks as I care to under the appropriation for "Increase of the Navy."

Mr. BINGHAM. All you have to do is to report?

Secretary MOODY. All I have to do is to go to this big millions of dollars appropriation and employ just as many clerks as I please, and transfer them where I please, and there is nobody who can call me to effective account.

Mr. BINGHAM. No legislation to call you to account?

Secretary MOODY. No.

Mr. BINGHAM. In reference to this "Increase of the Navy" fund, I suppose the Committee on Naval Affairs approve existing conditions?

Secretary MOODY. On the whole, yes, sir.

Mr. BINGHAM. Do you think, from your statement giving the advantages of existing legislation, the advantages overbalance any disadvantages?

Secretary MOODY. I think they do now.

Mr. BINGHAM. I suppose you have to have elbow room?

Secretary MOODY. Yes; we have to have some elbow room in the Department. The bureau officers are very strenuously contending for taking up these employees under the "Increase of the Navy," "Yards and Docks," "Hydrographic Office," etc., and writing them in the bill. That would have meant, and was intended to mean, a very large increase of salaries, and I was not quite willing to recommend it at this time.

Mr. BINGHAM. Did they want to give over the privilege of employing under the "Increase of the Navy?"

Secretary MOODY. No; they would go right on and employ some more and take those on the legislative bill.

Mr. BINGHAM. You recommend the conditions remain the same under the "Increase of the Navy?"

Secretary MOODY. I do this year, but I think next year we could do something of advantage and put in a provision to prevent so large a proportion of clerks—

Mr. BINGHAM. The real work is done by the "Increase of the Navy" clerks?

Secretary MOODY. Yes, sir; more than half.

Mr. HEMENWAY. Three years ago, I think it was, they submitted a proposition to provide for all these employees in this bill, and in that proposition were a number of increases of salary. We declined to do it, you remember, but immediately after Congress adjourned they did increase the salaries right along the line they had suggested to us.

As I remember, the papers had a long list of names. That was while Mr. Long was Secretary.

Secretary MOODY. I have been informed in regard to that, and that that increase took place in the Hydrographic Office.

Mr. BINGHAM. That is the contention Mr. Cannon had.

Secretary MOODY. That is one of them. I understand you granted them a very considerable increase in the Hydrographic Office, which would show on this bill, and I am told—I do not know how true it is—it was with the understanding it should not be used for increase of salaries. I know further, in point of fact, it was all used for increase of salaries. It was before my time.

Mr. BINGHAM. It is a lump sum?

Secretary MOODY. It is a lump sum.

Mr. BINGHAM. Then your conclusion is under increase of the Navy the conditions in this bill shall remain?

Secretary MOODY. Yes, sir; if you could only adopt the suggestion Mr. Courts has made to you.

Mr. BINGHAM. He is now writing it out.

Mr. LIVINGSTON. What about this at the bottom of page 176, something about a civilian assistant?

Secretary MOODY. There is something before that on the top of the page, and I want to say a word about that. Some of the very best and most important work we are doing in the whole Government is done at the Washington gun shop. There is no doubt about it. They work hard and well and they have splendid results. Now, I have had to take away more or less officers who are doing shore duty. I have taken away somewhere about eighty since last May.

Mr. BINGHAM. Who have heretofore performed Bureau work?

Secretary MOODY. Shore duty in one place or another, at the Bureaus or naval stations.

Mr. BINGHAM. Shore work in connection with the naval administration?

Secretary MOODY. Yes; and the attempt has been to detach them from all purely civilian work. Now this suggestion on the top of page 176 is to put a high-grade civilian who is practically a superintendent of the gun shop, who will be a permanent person, to take the place of an officer there.

Mr. BINGHAM. Has this work heretofore been done by an officer?

Secretary MOODY. By an officer who would go there and stay, perhaps, two years, and about the time he became really efficient he has to go to sea and another officer comes there. Now the proposition is made that instead of having that officer we shall have a permanent civilian, and I went through that with Admiral O'Neil and he agrees with that heartily. In fact, he proposed it. I went through the question thoroughly, and I concluded we ought to pay \$3,000 to get such a suitable man. I think it would be an exceedingly good thing if we could do it. Of course, unless Congress will give us a high-grade civilian officer I have to use my officers, and it is much more expensive than \$3,000.

Mr. BINGHAM. This is a sequence to your administration in connection with the ordering to sea service officers of the Navy heretofore employed in civilian work?

Secretary MOODY. Yes; and while they were employed I agree they did good work; but it is not their work; it belongs to a civilian.

Mr. BINGHAM. Your administration in that line of work has been or is, as it were, a necessity?

Secretary MOODY. I think so; it is now. Next comes the item Colonel Livingston asked me about.

Mr. BINGHAM. I presume that is the same reason?

Secretary MOODY. To some extent. No; I do not think it is quite so strong a case as the other on those grounds. The chief paymaster tells me his chief clerk is a very important man there, and he can not keep him without an increase of salary. I went through it with great care with him and I was inclined to think that I ought to submit that to the committee. I am bound to say this is going to make some little trouble unless you put in all this language. If you term him a chief clerk at \$2,500, the rest will want to have \$2,500 in the Department. I wish you would hear Admiral Kenny on this paragraph. He is a very good officer and can be depended upon, and if you will give him five or ten minutes here you can decide whether you want to do it or not.

Mr. LIVINGSTON. I think the Secretary can satisfy us.

Secretary MOODY. Reluctantly I came to the conclusion it ought to be done, and this is one of the many things he asked me to do.

Mr. HEMENWAY. You believe it ought to be done?

Secretary MOODY. Yes; I believe it ought to be done.

Mr. BINGHAM. In connection with the increase of the Navy and the present administration under that statute it is suggested to you, and we will so address you a letter, to require estimates for all employees now paid from general appropriation whose services are permanent and continuing in character and the rates of compensation now paid. Second, require estimates of amount that may be required during fiscal year to enable the Secretary to meet emergency services that may arise and be paid from general appropriations. Does that cover the full ground of your suggestion?

Secretary MOODY. It does. I understand it—see if I am right about it. First, you suggest I report to you those persons employed under the general fund, as some have become a permanent part of the Navy, and let them get a dwelling place on this bill. Beyond that there is a certain number coming and going.

Mr. BINGHAM. When there is emergency.

Secretary MOODY. You think I ought to have some other limit. You see I have got no other limit now than \$24,000,000 a year. The increase of the Navy is \$24,000,000 and it is all available.

Mr. BINGHAM. We will send you a letter perhaps a little more explicit than this I have suggested, and will you give us your answer at the earliest moment? because we want to get this bill before the House next week.

Secretary MOODY. I will give you an answer speedily.

Mr. BINGHAM. For your present chief clerk in the Bureau of Supplies and Accounts—you want his salary increased to \$2,500?

Secretary MOODY. Yes; and if you do it I want this language in here, otherwise the other clerks will want it.

Mr. BINGHAM. But no other clerks in your Department have the duties you now entail upon this chief clerk?

Secretary MOODY. Absolutely none. We ought to have a \$10,000 man there. It is the great business department of the Government; they spend all our money.

Mr. TAYLOR. Will you be able to retain this man?

Secretary MOODY. I understand so.

Mr. BINGHAM. He is greater than any other chief clerk in your Department because under the provision suggested in this bill you give him a larger obligation?

Secretary MOODY. Yes.

Mr. BINGHAM. Bureau of Medicine and Surgery.

Secretary MOODY. There is a change of designation merely, and that is to meet some civil-service requirements.

Mr. BINGHAM. Bureau of Yards and Docks, no change. Contingent expenses.

Secretary MOODY. I could explain that.

Mr. BINGHAM. I think your note to the bill covers that very fully.

Secretary MOODY. I want to say, Mr. Chairman, that the decision of the Comptroller came at my request. I felt it was a very vicious thing to have this committee appropriate for the increase of the library and then have the power to go to another general appropriation made by the Naval Committee for pay, miscellaneous, which is \$600,000. What is the use of your appropriating \$750 when we can go to another appropriation of \$600,000?

Mr. BINGHAM. On page 180 you estimate for stationery, furniture, etc., which is the same. The other matter of fuel, lights, etc., we have taken up in your other statement.

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## MINTS AND ASSAY OFFICES.

### STATEMENT OF MR. GEORGE E. ROBERTS, DIRECTOR OF THE MINT.

Mr. BINGHAM. Have you anything to say with reference to your own office?

Mr. ROBERTS. Yes; there are a few changes there. I have asked for one clerk of class 3 instead of two clerks of class 2.

Mr. BINGHAM. That is simply a promotion?

Mr. ROBERTS. Yes; it makes one less clerk at \$1,400 and gives one of \$1,600. We have the whole force graduated, running from \$900 up to \$1,800, but we have not a \$1,600 position; there is that break in it. That will complete the chain and enable us to promote from \$1,400 to \$1,600, instead of from \$1,400 to \$1,800. I have submitted this the third time, and I would like very much to have it. I think it is for the good of the service, and I really care more about that place, after having submitted it three times, than anything I have asked.

Mr. BINGHAM. Come to the other promotion you have there of the translator.

Mr. ROBERTS. We have had great difficulty in keeping a translator at \$1,400 a year. We have had three changes in the last two or three years, as they can do better, and this is a good man.

Mr. BINGHAM. What is his business?

Mr. ROBERTS. He translates all modern languages.

Mr. BINGHAM. What languages is he supposed to be familiar with?

Mr. ROBERTS. French, German, and Italian, principally, the European languages, and also Scandinavian. This man does the work of the Secretary's office as well as mine, as we have no regular translator in the Secretary's office. Practically he does the work for the whole Department.

Mr. BINGHAM. Have you got a good man?

Mr. ROBERTS. Yes; we have, and I am afraid we will not be able to keep him. He has not been there very long. He came in really with the expectation we might be able to get an addition for him.

Mr. BINGHAM. I think your other estimates are the same?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. Go to the item for the mint at Carson, Nev.

Mr. ROBERTS. That is the same.

Mr. BINGHAM. How about the mint at Denver?

Mr. ROBERTS. That is the same.

Mr. BINGHAM. There is no necessity for any change?

Mr. ROBERTS. No.

Mr. BINGHAM. Do you want that language to be continued?

Mr. ROBERTS. Yes.

Mr. BINGHAM. Mint at New Orleans. The appropriation heretofore has been as a mint \$31,950, and as an assay office you would make it \$4,500; and the wages of workmen you cut down to \$5,000 as an assay office, and incidentals you cut down to \$2,500 as an assay office. That covers that. Your report gives your reasons fully?

Mr. ROBERTS. Yes.

Mr. BINGHAM. Have you got your report with you?

Mr. ROBERTS. It is not in print yet; it is in the Government Printing Office.

Mr. BINGHAM. Will you give us the paragraphs covering this?

Mr. ROBERTS. Yes; I will send them to you.

Mr. BINGHAM. You transfer the work to Philadelphia, as I understand it.

Mr. ROBERTS. It will not give any more work to Philadelphia than it has now, but we are about to very largely reduce the work of the mint service. The bullion purchased under the act of 1890 is nearly exhausted. New Orleans has been occupied entirely in the coinage of silver, and we are not going to have so much to do. If we keep New Orleans running as a mint, we will have to take some of the work from Philadelphia. Furthermore, we have a mint at Denver coming on to be supplied with work, and, in fact, we have greater facilities than we know how to employ.

Mr. BINGHAM. Has the mint at New Orleans done very much work or will do much work for this year?

Mr. ROBERTS. Yes; the proposition is to reduce it to an assay office at the end of this fiscal year. I will be glad to go into the matter fully before the committee, but I prefer that Mr. Meyer should be here.

Mr. BINGHAM. Mr. Meyer seems to feel, of course, that it is a very important interest to New Orleans, and I am perfectly willing he should be here at the hearing.

Mr. ROBERTS. Suppose we pass to the Philadelphia mint and go back to the New Orleans mint when Mr. Meyer comes.

Mr. BINGHAM. Mint at Philadelphia. I see you ask for an increase for the chief clerk.

Mr. ROBERTS. The pay has been for a great many years \$2,250. The superintendent has very strongly urged an advance to \$3,000, and I have submitted it with my approval. In fact, I think the salary, for the responsibility there is upon the chief clerk, is very small. He is the executive officer of the mint and he is the right-hand man of the superintendent. We have something over \$269,000,000 in that institution to-day. He is the general administrative officer of the mint

over the operations there and has the care of the treasure there, and all that, and it seems to me \$2,250 is not salary enough for such responsibility, for a man of the capacity who ought to be there. I do not think a man in any similar position in a bank in Philadelphia receives such a small salary as that.

Mr. BINGHAM. Wages of workmen you continue the same?

Mr. ROBERTS. Yes.

Mr. BINGHAM. Where do you lift the appropriation for this increased work Philadelphia is doing; you are estimating now for the next fiscal year?

Mr. ROBERTS. This appropriation was increased a year ago on the basis of the larger institution, and we do not ask any more.

Mr. BINGHAM. Assuming you make New Orleans an assay office, will this appropriation cover the requirements?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. Then there is no increase?

Mr. ROBERTS. There is no increase asked anywhere.

Mr. BINGHAM. You can do the New Orleans work with the present allowance for the Philadelphia mint and save what is now expended in New Orleans; is that it?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. Mint at San Francisco, Cal. The superintendent's office is the same?

Mr. ROBERTS. Yes.

Mr. BINGHAM. You simply increase \$5,000 the wages of workmen.

Mr. ROBERTS. As a matter of fact, we expended that additional \$5,000 last year from the indefinite appropriation for the coinage of silver bullion. We coined some silver bullion and we used the regular appropriation of \$175,000 and then \$5,000 of that. Our estimate for the coming year is for the amount actually expended last year.

Mr. BINGHAM. And you will expend the same the coming year?

Mr. ROBERTS. I mean the current year.

Mr. BINGHAM. Will you continue, then, to make any drawing upon the indefinite appropriation?

Mr. ROBERTS. I do not think we need to under that condition.

Mr. BINGHAM. Can you do it if you want to do so?

Mr. ROBERTS. I do not know whether we will coin any silver bullion at San Francisco next year or not.

Mr. BINGHAM. Boise City is the same?

Mr. ROBERTS. Yes.

Mr. BINGHAM. Charlotte is the same and Deadwood is the same; so is Helena, Mont. There is no place you can reduce?

Mr. ROBERTS. No; those are the same.

Mr. BINGHAM. New York?

Mr. ROBERTS. That is the same.

Mr. BINGHAM. St. Louis, that is the same, and Seattle is the same. I notice in incidental and contingent expenses you include \$1,740 for rent of building. Have you rented that building during the past year?

Mr. ROBERTS. Yes.

Mr. BINGHAM. You have rented that building?

Mr. ROBERTS. Yes.

Mr. BINGHAM. Has it been disputed by the Comptroller? You see you ask for new verbiage. You have had that building how long?

Mr. ROBERTS. Five years.

Mr. BINGHAM. And you have always gone on the paragraph as it is in the law. You are at better liberty with the old paragraph than you are under your restrictive paragraph, and I do not think you care about that verbiage.

Mr. ROBERTS. No, I do not.

Mr. BINGHAM. Go to Boise. You have inserted the words "and assistants" in the item for wages of workmen. Why is that?

Mr. ROBERTS. "Workmen" covers it I think.

Mr. TAYLOR. In the item for Deadwood you also include \$1,000 for rent of building.

Mr. ROBERTS. I presume that is a similar case to that at Seattle.

Mr. TAYLOR. And in the New York item you have changed "computing" clerk to "computation" clerk.

Mr. ROBERTS. Probably that was an inadvertent change in the wording.

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MONDAY, *December 8, 1902.*

## DEPARTMENT OF THE INTERIOR.

### STATEMENT OF HON. THOMAS RYAN, FIRST ASSISTANT SECRETARY.

Mr. HEMENWAY. Do you consider the appropriation for the board of pension appeals necessary?

Mr. RYAN. Yes, sir; it will be necessary for a great many years.

Mr. HEMENWAY. The next change is on page 182; a proposed increase in the salary of the chiefs of divisions.

Mr. RYAN. So far as that is concerned, last year and perhaps year before, I asked to have their salary raised from \$2,000 to \$2,500. Congress last year raised the salary \$250, and this estimate is for the additional \$250.

Mr. BINGHAM. This estimate has been forwarded because you had estimated for \$2,500 before?

Mr. RYAN. Yes, sir.

Mr. LIVINGSTON. There is an increase asked for in the salary of the private secretary to the Secretary. Do you want to take up that item?

Mr. RYAN. That is a matter in which the Secretary feels a great deal of interest. The private secretary is a very hard worked and very competent man.

Mr. BINGHAM. That is another case which means an increase all along the line.

Mr. HEMENWAY. On page 183 you ask an increase in the salary of the electrician from \$900 to \$1,200?

Mr. RYAN. The Department thinks that they can not keep an electrician who is worth anything at the present rate of \$900, and it does not seem that \$1,200 is unreasonable.

Mr. HEMENWAY. Your plant covers the old Post-Office building, the Interior Department building, and the Pension Office?

Mr. RYAN. Yes, sir; it lights the three buildings, and it requires a very competent man for that work. Nine hundred dollars is rather small pay.

Mr. BINGHAM. What is the necessity for the increase in the number of elevator conductors?

Mr. RYAN. Because new elevators have been put in.

Mr. BINGHAM. That is a necessary increase, then?

Mr. RYAN. Yes, sir.

Mr. HEMENWAY. On page 184 you ask an increase in the salary of the engineer from \$1,400 to \$1,800.

Mr. RYAN. Yes, sir. The engineer has charge of all the machinery for the heating plant and the electric-light plant, and the Department says that he has been offered more money and they can not keep him unless his salary is increased. That is all the explanation I can make.

Mr. BINGHAM. On the upper part of page 186 you have inserted new legislation. What is the necessity for that?

Mr. TAYLOR. I suppose that is to meet the views of the Comptroller?

Mr. RYAN. Yes, sir; that is the cause for that change—to make the paragraph broad enough.

Mr. BINGHAM. Do you now expend money for everything that you include in that item?

Mr. RYAN. Yes, sir.

Mr. BINGHAM. And you do not ask for any increase?

Mr. RYAN. No, sir.

Mr. BINGHAM. You ask for the insertion of the same legislation in the next paragraph, "For per diem in lieu of subsistence of four special inspectors?"

Mr. RYAN. Yes, sir; but we are a little more specific.

Mr. BINGHAM. You have had trouble with the adjustment of your accounts?

Mr. RYAN. I think it was put in there because of some trouble.

Mr. BINGHAM. On page 187, under "General Land Office," you ask for an increase of \$33,000.

Mr. RYAN. That is for clerical force. The work in the office has increased very, very largely during the last five, six, seven, or eight years. I presume the work is  $33\frac{1}{3}$  per cent more now than it was a few years ago.

Mr. BINGHAM. The committee has always given them all they asked for.

Mr. RYAN. The Department never asked before. The Commissioner of the General Land Office has been very persistent in his appeals to the Secretary of the Interior to recommend an increase in the force, but the Secretary—perhaps I am more responsible for it than anybody else—insisted that he should try to get along without it; to rearrange his force; if he had too much force in one division to put them in another in order to avoid an increase of his force. So we did not include the estimates of the Commissioner of the General Land Office; we did not put them into the estimates which were forwarded. This ran along until I became thoroughly satisfied that the public business was absolutely suffering for the need of additional force, and so I finally felt compelled to put the increase in the estimates.

Mr. BINGHAM. Does \$33,000 cover the whole estimates of the Commissioner of the General Land Office?

Mr. RYAN. I think so. I think that force necessary. The department is so far behind in its work that the public interests are suffering.

Mr. TAYLOR. One question in that connection. My recollection is



the Commissioner stated that the reason why the work was behind was due to the fact that he had so many deadheads, inefficient, on the roll that he could not do the work, and that that was his real reason for asking for an increase of force?

Mr. RYAN. The law requires him to report to the Department any inefficient clerks he may have, and I think he has reported a very few. My recollection is that he has only reported six or eight as being below the standard of efficiency. Of course some of these people are very old and have been in the Department a long time and have rendered valuable service, and it is pretty hard, as they are doing fairly good work, to kick them out of the service.

Mr. LIVINGSTON. What are you going to do about it? What is the use for him to report the inefficient clerks if you are not going to remove them?

Mr. RYAN. I do not believe the heads of the departments in the general service will turn those old, efficient—

Mr. LIVINGSTON. Inefficient?

Mr. RYAN. (Continuing.) They have been efficient for a great many years. Their inefficiency is the result of hard work in the service.

Mr. LIVINGSTON. I thought you stated that it was the result of old age.

Mr. RYAN. That is the case sometimes.

Mr. LIVINGSTON. Now, we are right up against that proposition all along the line, whether or not we are going to pension those folks.

Mr. RYAN. That is a subject for Congress to determine.

Mr. TAYLOR. Congress has decided it by saying that they should be discharged?

Mr. RYAN. Congress has not done that.

Mr. BINGHAM. Congress has gone so far as to call upon the departments to discharge the superannuated force?

Mr. RYAN. They have called upon the departments to report them and they have been reported.

Mr. BINGHAM. I see in this increase in the General Land Office that you increase the high clerkships; you increase class 4, class 3, etc. Is there any necessity for these increases in these high salaries?

Mr. RYAN. I will tell you what I think about this increase. The clerks who are meritorious will be advanced to those high places—promoted to those places—and the additional force of course drawn from the lower grades.

Mr. LIVINGSTON. There is an item down at the bottom of page 189.

Mr. HEMENWAY. There is no use to ask about that; we know all about it.

Mr. LIVINGSTON. What is the item?

Mr. HEMENWAY. In relation to maps.

Now, Mr. Secretary, what is the status in regard to maps; how many maps does each Member of Congress get; how many does each Senator get; how many does the Commissioner of the General Land Office have?

Mr. RYAN. I can not say; that is regulated by Congress.

Mr. BINGHAM. Are these maps much in demand?

Mr. RYAN. Yes, sir.

Mr. BINGHAM. The demands come largely from the West?

Mr. RYAN. Yes, sir.

Mr. HEMENWAY. Why is it that the money appropriated has not been expended and that you ask to have it made available now?

Mr. RYAN. That is because the Department was unable to get the maps during the years that the money was appropriated for, and that made it necessary to carry the appropriation forward, to carry it along in order to get the maps. We have had a great deal of trouble about that in the Land Office. That can be explained more fully by Mr. Hermann.

Mr. BINGHAM. The estimate for mine inspectors is the same?

Mr. RYAN. Yes, sir.

Mr. BINGHAM. And that is also true of the estimate for the allowances?

Mr. RYAN. Yes, sir.

Mr. LIVINGSTON. On page 191 there is quite a little change?

Mr. RYAN. Yes, sir. The Indian Commissioner is here for the purpose of explaining that increase. He asked the Department for some increase and it was given him. He will explain that to you fully.

Mr. BINGHAM. That is, the Indian Commissioner?

Mr. RYAN. Yes, sir.

Mr. BINGHAM. Now we go the Pension Office, on page 193. There are increases asked for in the salaries of the chief clerk and the captain of the watch?

Mr. RYAN. I do not know anything about those increases more than they were asked for, and were considered necessary.

Mr. BINGHAM. On page 196, for per diem to special examiners of the Pension Office, the appropriation last year was \$350,000, which was the amount of your estimate, and for 1904 you ask an appropriation of \$400,000.

Mr. RYAN. That is an increase over the total appropriation.

Mr. BINGHAM. An increase over the present appropriation of \$50,000?

Mr. RYAN. As I understand it, that is an appropriation that whatever amount you give will be expended. If you give the usual amount, no more will be expended, but the force will be brought in from the field and discontinued. It is rather an important service.

Mr. BINGHAM. Since 1896 there has been no deficiency reported.

Mr. RYAN. They will not ask for a deficiency; they simply call in the force and put them in the office.

Mr. BINGHAM. There is no emergency that justifies this \$50,000 increase?

Mr. RYAN. Of course these examiners are sent out in the field to look into doubtful cases, and it is a service profitable to the Government in every way. It is claimed in the Pension Office that they do not have money enough to make the requisite examinations in the field. If you give \$350,000, they would have to stop when they exhausted that, and they have asked for the additional \$50,000 in order to increase the efficiency of the service.

Mr. BINGHAM. But you know of no emergency that justifies this extra appropriation?

Mr. RYAN. Oh, no.

Mr. BINGHAM. You consider the service well administered?

Mr. RYAN. I do.

Mr. BINGHAM. Now we will pass to the Patent Office.

DEPARTMENT OF THE INTERIOR,  
*Washington, December 9, 1902.*

Hon. J. G. CANNON,  
*Chairman Committee on Appropriations,  
House of Representatives.*

SIR: In submitting the estimates of the appropriations required for the office of the Secretary of the Interior during the ensuing fiscal year, I have recommended the increase of the salaries of the private secretary to the Secretary and the seven chiefs of divisions in the Secretary's office, including the disbursement clerk, from \$2,250 per annum to \$2,500 per annum, together with \$250 additional to the latter officer to cover a proposed increase in the bond given by him for the faithful disbursement of moneys. The reasons for this increase are set forth in a note on page 72 of the Book of Estimates (Fifty-seventh Congress, second session, H. Doc. No. 12), and I have to most earnestly request favorable action thereon by the committee.

In this connection it is proper to add that the Department failed to include in the estimates above referred to for increases in salaries of chiefs of divisions, a like provision for the custodian, who is in charge of one of the supply divisions of the Department and is required to give bond, and the clerk in charge of documents, who is at the head of the document division of the Department. The omission to include them was an error and due to the fact that they are not designated as chiefs of divisions. I therefore recommend that the salaries of those officials be made the same as the other chiefs of divisions in the Secretary's office.

Attention is also directed to the suggestions made on page 74 in the same Book of Estimates, under the head of "Contingent expenses," regarding the amendment of the existing law relative to the payment of expenses of persons on Government business outside of Washington. For the reasons therein set forth I have to recommend the insertion of the following paragraph in the proper appropriation bill, to wit:

The Secretary of the Interior is hereby authorized, in his discretion, to allow a per diem in lieu of subsistence of not exceeding \$3 per day to clerks and other employees of the Interior Department not otherwise provided for, when traveling on duty outside of Washington.

Also, on page 74, under the head of "Expenses of special land inspectors," and "Expenses of special inspectors, Department of the Interior," respectively, it is suggested that in making appropriation for expenses of these officers that the existing law be so amended as to provide for "temporary employment of stenographers, typewriters, and other assistants, and for incidental expenses necessary to the efficient conduct of examinations."

The enactment of remedial legislation of the character indicated will tend to the better administration of the service.

Very respectfully,

E. A. HITCHCOCK, *Secretary.*

PATENT OFFICE.

**STATEMENT OF MR. FREDERICK I. ALLEN, COMMISSIONER OF PATENTS.**

Mr. ALLEN. As I understand, this is the regular appropriation bill?

Mr. BINGHAM. It is the legislative appropriation bill; yes, sir.

Mr. ALLEN. We have had heretofore \$64,000 in the regular appropriation bill and \$45,000 in the deficiency bill for producing copies of drawings. This year I have asked that \$100,000 be put in this bill, being advised to so do by the headquarters in the Department of the Interior. If it does not strike you favorably, then I have nothing further to say about it.

The other item is a request that the financial clerk of the Patent Office receive \$250 more.

Mr. HEMENWAY. Briefly give the reasons for the necessity of this increase?

Mr. ALLEN. The financial clerk of the Patent Office has received \$2,000 a year for at least twelve years, and I now ask for an increase in his salary to \$2,250. He is under a bond of \$20,000 and handles \$1,500,000, which he is personally responsible for.

Mr. BINGHAM. Is he a disbursing clerk?

Mr. ALLEN. No, sir.

Mr. BINGHAM. How does he handle this money?

Mr. ALLEN. He receives it and transmits it to the Treasury.

Mr. HEMENWAY. Is he responsible for all errors?

Mr. ALLEN. Yes, sir; he is the one responsible financial man of our office. He was instrumental in finding out and helping me to find out and get rid of a dishonest chief clerk a year ago, and since that time the reported loss of money in our office has been reduced, so that last year it was 1½ per cent of what it was for the preceding year. For that result we are to a considerable extent indebted to him.

Mr. HEMENWAY. You think he has earned the increase?

Mr. ALLEN. Yes, sir; I honestly think so.

I have asked for \$2,000 additional for the library of the Patent Office. The increase was not given to us last year. We need it and need it sorely, because of the \$2,000 given to the scientific library of the Patent Office each year \$600 goes to pay the transportation of publications to foreign governments, leaving only \$1,400. One-half of that \$1,400 is consumed in the payments for regular periodical publications.

Mr. BINGHAM. Can not those expenses be cut down?

Mr. ALLEN. No, sir.

Mr. BINGHAM. Those publications are wholly scientific?

Mr. ALLEN. Yes, sir.

Mr. BINGHAM. And the publications relate wholly to your work?

Mr. ALLEN. Yes, sir; for we deal with all the arts. Half of that appropriation going for the purchase of the regular publications, we have only \$700 to buy general literature published year by year to enable the examiners of the office to keep up with the progress of all the arts. That is manifestly ridiculously small.

Mr. BINGHAM. Would not that cover all the books on scientific lines?

Mr. ALLEN. It will not.

Mr. BINGHAM. There was no deficiency last year?

Mr. ALLEN. No; we only buy what we have the money to buy, but that library is the reference place for the examiners of 38 divisions, covering all the industrial arts of America, and it will be an injury to the public service if those men can not find there the books relating to the arts and applied sciences, so that they can head off a false claim. We need this library as a working tool, and since \$162,000 have been placed by the Patent Office in the general fund of the Treasury, I hope that you will let us have this small amount for the library, that we may do our work well.

Mr. TAYLOR. That was the net return to the Government?

Mr. ALLEN. Yes, sir; \$162,000 to the general fund of this Government, derived from our work, and as a working tool we need \$2,000 more of working books to head off false claims of originality of invention.

#### CENSUS OFFICE.

#### STATEMENT OF HON. W. R. MERRIAM, DIRECTOR OF THE CENSUS.

Mr. BINGHAM. What is the lump sum of your appropriation for current years?

Mr. MERRIAM. It was an unexpended balance. When I appeared before the committee last June, I did not ask for any money. I had enough money to run me all this year, and Mr. Courts drew a clause in the other appropriation bill, simply permitting the use of the unexpended balance. In other words, I had nothing, and now I have \$350,000 toward next year's appropriation.

Mr. HEMENWAY. How does the amount that you recommend now compare with the money that you have actually expended?

Mr. MERRIAM. It is less. I have cut the force down some. This estimate was very carefully drawn.

Mr. BINGHAM. In your estimate of next year you will have much less for expenditures than this year?

Mr. MERRIAM. Probably \$200,000 to \$300,000; I can not exactly tell, because I am finishing a lot of work. The difficulty in my office is that it is all new work and we can not tell just what the things will cost. I think last year we talked about \$1,500,000, but that will depend a little on what I can carry over.

Mr. BINGHAM. Then you are organizing for next year the first permanent organization of your office?

Mr. MERRIAM. Yes, sir.

Mr. BINGHAM. And your estimates are \$178,000?

Mr. MERRIAM. Yes, sir; that is after a careful pruning out and reducing the clerks. It is very difficult, because we have nothing to go by; everything is new.

Mr. BINGHAM. The item in regard to the printing and binding of publications of the Census Office should be transferred to the appropriation for the Public Printer?

Mr. MERRIAM. Why not leave that just as last year? Then I pay the money out of my own appropriation. I can do better if I can deal directly with them.

Mr. BINGHAM. But that is the law.

Mr. MERRIAM. Then it is all right. I ordinarily get estimates, and I can save a great deal of money.

Mr. BINGHAM. That appropriation will be carried in the sundry civil appropriation bill.

Mr. MERRIAM. Very well.

Mr. HEMENWAY. It makes no difference to you. Whether carried in this bill or the other, you would have the same power?

Mr. MERRIAM. I would.

Mr. HEMENWAY. Yes, sir.

Mr. MERRIAM. Then that is all right.

Mr. BINGHAM. Are the salaries you have shown here consistent with the salaries you are now paying?

Mr. MERRIAM. They are full low compared with the other departments. The average salary in my office is \$965, which is quite low. The fact of the matter is that before long we will have to change some of the salaries.

I think some of the chief statisticians and higher clerks are properly paid, but there should be some increases in the lower grades. However, it is too soon to talk about that now.

Mr. BINGHAM. The next item is "Special agents and expenses of same." How do you pay your special agents?

Mr. MERRIAM. We simply send out our own clerks and pay their per diem, \$3 a day.

Mr. BINGHAM. You consider the \$3 per diem consistent?

Mr. MERRIAM. Yes, sir. Under the law we are allowed to use our own clerical force to do the work in the field, and all they get is their expenses.

Mr. BINGHAM. That is where a clerk is detailed?

Mr. MERRIAM. Yes, sir.

Mr. BINGHAM. When you detail a special agent, what is the rate?

Mr. MERRIAM. Some are allowed \$5 and some \$6.

Mr. BINGHAM. Is that rate consistent with the general rate?

Mr. MERRIAM. Yes, sir; all the way through.

Mr. BINGHAM. The next item is "Rent of quarters." Is this the amount you pay?

Mr. MERRIAM. Yes, sir; that is the exact amount.

Mr. BINGHAM. Is it under a lease?

Mr. MERRIAM. Yes, sir.

Mr. BINGHAM. How long is the lease?

Mr. MERRIAM. It was for five years from December, 1899, with the privilege of a renewal at a lower price if the Government so elects.

Mr. BINGHAM. Then that matter will not come up for some time?

Mr. MERRIAM. Not for two years.

Mr. BINGHAM. What is this "Transcript of registration?"

Mr. MERRIAM. That is the register in different cities from which they furnish us the deaths, births, etc. We have to pay 2 cents a name for that information.

Mr. BINGHAM. You use tabulating machines?

Mr. MERRIAM. Yes, sir.

Mr. BINGHAM. What is the rental?

Mr. MERRIAM. It varies according to the circumstances. We pay \$1,000 and \$1,500 according to the circumstances.

Mr. BINGHAM. Then you consider that the reorganization of your office is on economical lines?

Mr. MERRIAM. Yes, sir. I do not know but perhaps I made a mistake in reducing this clerical force too low; I can not tell. I have cut

it down very considerably short of the force I have had, probably 100. Since then I have been ordered by the President to take the Philippine Islands census, and I have a resolution which you will have to pass in order to give me the money to do it. I shall not ask any appropriation.

I will say that I submitted this draft to the Comptroller in order that there might be no mistake about the accounts. You will remember that under the Philippine act authority was given to the Philippines Commission to do all or part of this work, and the Census Office was given the same authority. So they are doing the field work over there and are going to send the returns to be tabulated and compiled here. That work will probably occupy 200 employees for perhaps eight or twelve months. I have the money in the fund of \$350,000. I will read the amendment which has been proposed to insert in the bill:

The unexpended balance of the census appropriation, which by the proviso in the act approved June 28, 1902, entitled "An act making appropriations for sundry civil expenses of the Government for the fiscal year ending June 30, 1903, and for other purposes," which was reappropriated and made available for continuing the work of taking the Twelfth Census, and for all expenses arising under and authorized by the act to provide for the permanent Census Office, approved March 6, 1902, be, and the same is hereby, made available for the purposes indicated in said proviso until expended; and that said balance, or so much thereof as may be needed for the purpose, be, and the same is hereby, also made available for such expenditures as may become necessary in complying with the proclamation of the President, dated September 30, 1902, pursuant to the provisions of section 6 of the act of July 1, 1902, entitled "An act temporarily to provide for the administration of the affairs of civil government in the Philippine Islands, and for other purposes," including the cost of temporarily employing such number of persons as may be necessary for the performance of said work, at a compensation not to exceed that which has heretofore been paid employees in the Census Office for doing similar work, such persons to be selected and employed by the Director at such dates and for such periods of time as he may deem proper.

Mr. BINGHAM. That means you are going to get 200 persons outside of the civil service?

Mr. MERRIAM. I shall probably reinstate 200 clerks heretofore in the office; I think so. It is the same kind of work over again.

Mr. BINGHAM. Do you know when this work will commence?

Mr. MERRIAM. The Philippine Commission have commenced their work in the islands already, and they will commence to send the material to us about June.

Mr. BINGHAM. And your unexpended balance of \$350,000 will cover the cost?

Mr. MERRIAM. Easily.

Mr. BINGHAM. And all you desire is that under the conditions of your proposed amendment that amount may be transferred?

Mr. MERRIAM. Yes, sir; to be made available, and then I will use whatever money is necessary.

Mr. HEMENWAY. What will your force be employed in doing during the next year? How much of the time will your force be occupied in completing the census work, and how much of the time will your force be engaged upon new work that you are doing?

Mr. MERRIAM. I have work ahead for three or four years already provided. I am now taking up mines and mining, street railways, and lights.

Mr. HEMENWAY. So then, as a matter of fact, the force you have employed here will be employed for the next two or three years taking

care of the work resulting from the census without the new work which your Bureau expects to take up later?

Mr. MERRIAM. Yes, sir; we have ample work to do. In 1905 I have to take the manufacturing census again. I have reduced the force down to the lowest possible notch in this statement and will try to keep it there.

Mr. BINGHAM. You have spoken of mines and mining, street railways, and electric light. What other work do you propose to do in the next fiscal year? Of course, in that statement you do not include the Philippines?

Mr. MERRIAM. No, sir; we had no direction to do that. We have to collect statistics referring to special subjects, including the insane, feeble-minded, deaf, dumb, and blind; to crime, pauperism, and benevolence, including prisoners, paupers, juvenile delinquents, and inmates of benevolent and reformatory institutions; to social statistics of cities. It will take two years to inquire into all the methods of sanitation, finance, and all that; and we are taking, under the department, wealth, debts, and taxation—the valuation of all the property in the United States. Then we have the collection of statistics in regard to religious bodies. We are now taking up the statistics in regard to electric lights and transportation. Then there are other compilations that we will have to make, and they keep supplementing the work by putting something, as the Philippine Islands, upon us.

I will say that the cotton gins of the country were put on us in a permanent form, and we have to take the statistics every month during the season, and that costs \$50,000 every time it is taken.

Mr. TAYLOR. Why?

Mr. MERRIAM. The cotton gins were put on in the original permanent work, and we are compelled to take the statistics every month. I have 650 special agents doing that work. They are only paid when employed.

Mr. TAYLOR. Do you not also have the crop reports and their estimates?

Mr. MERRIAM. No; but in the spring we ought to be authorized to make estimates on the cotton crop. Then we could give you close estimates. We send these men right around to these gins and they get the returns and send them to the office. This work can not be done by correspondence.

Mr. LIVINGSTON. Do you think we can make that provision in this bill?

Mr. MERRIAM. You can put it right in the bill, I think.

Mr. LIVINGSTON. Will you please draw an amendment to that effect?

Mr. MERRIAM. Yes, sir; I will consult with Mr. Courts.

The following proviso is contained in the "Act temporarily to provide for the administration of the affairs of civil government in the Philippine Islands, and for other purposes:"

*Provided*, That the President may, upon the request of said Commission, in his discretion, employ the service of the Census Bureau in compiling and promulgating the statistical information above provided for, and may commit to such Bureau any part or portion of such labor as to him may seem wise.

The date of the President's proclamation ordering a census of the Philippine Islands pursuant to the act of July 1, 1902, was September 25, 1902.



December 5, 1902.

The following is a copy of a cablegram to the Secretary of War:

MANILA, September 26, 1902.

SECRETARY OF WAR, Washington:

The following resolution passed by the Philippine Commission September 24:

"On motion, *Resolved*, That the President of the United States be requested, pursuant to the provisions of section 6 of an act temporarily to provide for the administration of the affairs of civil government in the Philippine Islands, and for other purposes, to employ the services of the United States Census Bureau in compiling and promulgating the statistical information provided for in said section, and that he commit to such Bureau as large a proportion of such labor as may seem to him wise, in view of the very heavy burden which the taking of the census will impose upon the revenues of the Philippine Islands, and in view further of the greater expedition with which such labor may be done with the cooperation of the United States Census Bureau."

Desire the employment of Gannett (and) Olmstead as assistant directors, one for north district, other for southern.

Philippine Commission asks opinion whether cost of labor performed by the United States Census Bureau will be charged to insular treasury or Congressional appropriation. Urges latter construction as Congressional intention.

TAFT.

WHITE HOUSE, September 30, 1902.

Whereas on September 25, 1902, the President of the United States, pursuant to the sixth section of the act of Congress approved July 1, 1902, entitled "An act temporarily to provide for the administration of the affairs of civil government in the Philippine Islands, and for other purposes," did order a census of the Philippine Islands to be taken by the Philippine Commission; and,

Whereas the said Philippine Commission has since adopted and certified to the President the following resolution:

On motion, *Resolved*, That the President of the United States be requested, pursuant to the provisions of section 6 of an act temporarily to provide for the administration of the affairs of civil government in the Philippine Islands, and for other purposes, to employ the services of the United States Census Bureau in compiling and promulgating the statistical information provided for in said section, and that he commit to such Bureau as large a proportion of such labor as may seem to him wise, in view of the very heavy burden which the taking of the census will impose upon the revenues of the Philippine Islands, and in view further of the greater expedition with which such labor may be done with the cooperation of the United States Census Bureau.

Now, therefore, I, Theodore Roosevelt, President of the United States, in pursuance of the law, Executive order above cited, and the above request of the Philippine Commission, do direct the service of the United States Census Bureau in the compilation and tabulation of all Philippine census returns transmitted to the Census Bureau by the government of the Philippine Islands, and the printing and distribution of the printed matter in connection therewith.

THEODORE ROOSEVELT.

## POST-OFFICE DEPARTMENT.

## STATEMENT OF MR. BLAIN W. TAYLOR, CHIEF CLERK, POST-OFFICE DEPARTMENT.

## CONTINGENT EXPENSES.

Mr. BINGHAM. Will you have any deficiency this year?

Mr. TAYLOR. We will, I think, sir.

Mr. BINGHAM. Occasioned by what?

Mr. TAYLOR. Well, the growth of the service. The first item I have in the estimate—I have not the bill—is stationery.

Mr. BINGHAM. You ask an increase of \$1,000?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Predicated on the increase of the service?

Mr. TAYLOR. Yes, sir; and the fact we are going to ascertain positively we will have a deficiency for the fiscal year?

Mr. BINGHAM. You do not know how much?

Mr. TAYLOR. No, sir; but we know it will be in the neighborhood of \$1,000, if not all of it. I will say in passing that item that up to three or four years ago that appropriation ran for years at \$8,000, and it was cut down to \$7,000.

Mr. BINGHAM. It was in 1897 when it was cut?

Mr. TAYLOR. Yes, sir; about that time, and we are really only getting back what was formerly used on that appropriation.

Mr. BINGHAM. You heretofore have been pretty careful, as I see no deficiency.

Mr. TAYLOR. Yes, sir; we have been extremely careful.

Mr. BINGHAM. Go to the next item.

Mr. TAYLOR. This item appears here for fuel and repairs for heating, lighting, and power plant, including repairs to elevators.

Mr. BINGHAM. I suppose fuel is the element of cost there?

Mr. TAYLOR. Now, the \$1,500 increase there is caused by the rental by the Department of the Busch Building, and it is purely a question of fuel for that department. It takes 275 tons of coal to run that building; that is the estimate.

Mr. BINGHAM. When did you commence renting that building?

Mr. TAYLOR. About August.

Mr. BINGHAM. Of the current year?

Mr. TAYLOR. Yes, sir; that would be \$1,375 at \$5 a ton for coal. Our lowest contract bid was \$5.03 for coal this year, and if the man did not fulfill the contract it would cost us a good deal more. Under normal conditions that would be, as near as we could estimate it, \$1,500 for that increase.

Mr. BINGHAM. Gas and electric lights you increase \$1,000. How is that?

Mr. TAYLOR. That is on account of the Busch Building. Last year we used to have charge of the Busch Building when the Auditor's office occupied that building, and the expense of it was paid by the Post-Office Department, and the last year when we occupied that building, gas and lights cost \$1,674.38, and that would be \$674 more money than we have now for gas and electric lights.

Mr. BINGHAM. Will there be a deficiency?

Mr. TAYLOR. We will probably have to have a deficiency. I think so, undoubtedly; but it will be small, because we commenced lighting that when four or five months of the fiscal year were gone, but we—

Mr. BINGHAM. Plumbing—did you use all that for plumbing?

Mr. TAYLOR. We did not last year, I think. We had a surplus last year of \$700 on plumbing. We were lucky.

Mr. BINGHAM. How will it be this year?

Mr. TAYLOR. Well, sir, it is one of those items you can not tell. We have a big plant, and we may have good luck and we may have bad luck.

Mr. BINGHAM. You have had good luck thus far?

Mr. TAYLOR. Yes, sir. The appropriation has stood at \$1,500 for a good many years.

Mr. BINGHAM. For telegraphing?

Mr. TAYLOR. We have each year had a deficiency on that appropriation. We have usually asked for \$6,000 and appropriation has been made at \$4,000. Our deficiency last year was sixteen hundred and some dollars, which you made for us, and the indications are, as near as I get the figures, it will not be quite that much this year. It will probably not be over eight or nine hundred dollars. Sometimes it has been as much as from two thousand to twenty-five hundred dollars' deficiency.

Mr. BINGHAM. You could live on \$5,000?

Mr. TAYLOR. The indications are, judging from the present year, we might be able to do that from the figures now available, but of course it is one of those things that nobody can absolutely calculate to exactness.

Mr. BINGHAM. I see you evidently want to paint your building.

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. What do you mean—what does that signify, the entire building?

Mr. TAYLOR. The entire interior of the building from the city post-office up to the ninth floor.

Mr. BINGHAM. Including the city post-office?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. And all the different floors?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Paint the building up to the roof?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. The entire interior?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. When did you get into that building?

Mr. TAYLOR. We have been there, I guess, three years now.

Mr. BINGHAM. Does not paint live longer than three years?

Mr. TAYLOR. It was not in condition when we went there.

Mr. BINGHAM. Was it not painted under the contract originally? Was not part of the contract for the delivery of the building to deliver it in acceptable or perfect order?

Mr. TAYLOR. Yes; I guess that was a part of the contract, but it does not seem to have been so delivered, as gentlemen who are present can state. General Merritt, who has come to speak to you on this particular subject, knows about it.

Mr. BINGHAM. Have you had estimates made?

Mr. TAYLOR. We had estimates prepared last year. We had three estimates, and they ran all the way from \$20,000 up to \$32,000 for painting the building. We put in this amount because we wanted to be as modest as we could be.

Mr. BINGHAM. Why did you put in an estimate of \$7,000 last year?

Mr. TAYLOR. That was done with the idea last year that we would take it up piecemeal, and not ask for so large an appropriation at once.

Mr. BINGHAM. Then the item of \$7,000 last year, which I see was disallowed and we gave you \$1,000, was to cover a part of the painting. Now the plan is to do the whole of it?

Mr. TAYLOR. Probably; we hope to do it for that.

Mr. BINGHAM. Does the city post-office need it?

Mr. TAYLOR. I consider so. I consider we need quite an amount of painting down there.

Mr. BINGHAM. General Merritt, have you anything to say on this subject?

Mr. JOHN A. MERRITT (city postmaster). I have this to say: The interior of the building has become quite dingy for the want of paint and repairs of that character. It was never thoroughly finished as it should have been, it seems to me; and then the hallways on the first floor are virtually as much a part of the Post-Office Department as the city post-office, and a major part of the city post-office requires this cleaning and calcimining in order to keep it up with the dignity of the building and the Department.

It seems to me these halls should be put in harmony with the rest of it, and I agree with Mr. Taylor, the interior of the other floors should be put in shape. For instance, the Postmaster-General's office is an elegant big room, but it has become dingy, the white wall having become covered with smoke and dust. It does seem to me something ought to be done. I do not know that I could say anything more. You gentlemen understand the situation as well as I do.

Mr. BINGHAM. Have you anything more to say on this subject?

Mr. TAYLOR. Nothing, I believe.

Mr. BINGHAM. On the next item of carpets and matting you come back to your old figures of \$2,000?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. For furniture you want a little more. Why? Did you expend the appropriation this year of \$5,000?

Mr. TAYLOR. Yes, sir; and more. It was a fight to keep from expending it all up to this time. You see, we have had an increase in our force this year on account of the rural free delivery of 325 additional employees.

Mr. BINGHAM. In your building?

Mr. TAYLOR. In that building; yes, sir. That started the 1st of last July.

Mr. BINGHAM. You had to equip these rooms?

Mr. TAYLOR. We had to equip these rooms, and naturally the expense account—

Mr. BINGHAM. In regard to the rural free delivery, is that force in your building now?

Mr. TAYLOR. Yes, sir. The disbursing clerk just gave me these figures. The total number of people on his roll is 1,085. Three hundred and twenty-five started in the first day of last July. Well, to equip that additional number of people makes a considerable expense. In addition to that there is \$1,800 that is asked for by the Third Assistant Postmaster-General for a system of files. Here is his letter, and I will be very glad to file it with the committee, if you so desire. That accounts for \$1,800 of this increase on furniture. The other \$1,500—

Mr. BINGHAM. Is that file system used in the other Assistant Postmasters-General's departments?

Mr. TAYLOR. Only partially so. He wants this for a particular division of his office, which he says will save him a great deal of labor and facilitate his work.

Mr. BINGHAM. Why do you speak of \$1,800 additional being for rural free delivery for the current year out of \$5,000? What is the necessity for that increase?

Mr. TAYLOR. They have not got all they ask for. We have curtailed these things. We have tried to get the most necessary things, things that can not be gotten along without, and to spread the increase around through the various offices.

Mr. BINGHAM. The furniture is simple in character; it is nothing but a desk and a table.

Mr. TAYLOR. That includes the main items. This is a system of filing which has come into vogue which is found to be very useful, but it is an expensive system, and they are putting this in as rapidly as they can.

Mr. BINGHAM. It is fine, handsome work?

Mr. TAYLOR. I do not understand it is especially handsome, but it is considered an economical system. That is his idea of the matter.

Mr. LIVINGSTON. How is it economical?

Mr. TAYLOR. It is economical in this way—

Mr. LIVINGSTON. It costs about double what the other files cost?

Mr. TAYLOR. It costs more, but in the matter of time—I have had no occasion to use it myself, but I understand from those who use it that it saves a great deal of time in filing records and in going to the records and getting a particular document you need. You get it so much more quickly. It requires less file force to do it under the new system. I can not speak specifically on that because I have had no actual experience with it. Here is a letter from General Madden on the subject, and I would be glad to read it to the committee, or he will speak to the committee about the matter himself when he comes before it.

Mr. BINGHAM. Go to the item for purchase, exchange, and keeping of horses, etc. You ask an increase there quite pronounced, of \$2,000, and then you make an amendment and add “and carriages.”

Mr. TAYLOR. In the first place, the occupying of the Busch Building by the topographer's office and a number of other people in the Department makes work for what we call the departmental wagon, which is a wagon which transfers supplies to and from the Department. Our supply division is in an outlying building and has been for years. This new building and the additional force on the outside has made it absolutely necessary to have an additional wagon for the purpose. In fact, it has been asked for for that special division for two years, and I have kept it out so far, thinking we could get along, and we have gotten along up to this time.

Mr. BINGHAM. What is your purpose in getting a new wagon?

Mr. TAYLOR. We will have to get a new wagon for this purpose and a horse and harness, and provide, of course, for the keeping of the horse.

Mr. BINGHAM. That would be additional?

Mr. TAYLOR. That would be entirely additional. Then the Postmaster-General, as I understand it, wants to get, outside of the supply wagon, another horse and carriage and harness.

Mr. BINGHAM. A wagon, not a carriage?

Mr. TAYLOR. I am speaking now of a carriage. He wants besides the wagon I have mentioned a horse and carriage and harness.

Mr. LIVINGSTON. What does he want that horse and carriage for?

Mr. TAYLOR. Really, he did not tell me that.

Mr. LIVINGSTON. Who did he want it for?

Mr. TAYLOR. He did not tell me that. I think possibly he has

written the committee a letter on that subject. I am not sure, but I think so.

Mr. BINGHAM. How many horses have you now in your stables?

Mr. TAYLOR. We have five horses.

Mr. BINGHAM. How many wagons and how many carriages?

Mr. TAYLOR. We have one wagon and two carriages—that is, two carriages in active use. We have one that is dilapidated that is supposed to be and will be condemned and sold and the money turned into the Treasury.

Mr. BINGHAM. This is for the Postmaster-General, I suppose?

Mr. TAYLOR. Those are the carriages he is using. One is a summer carriage and one is a winter carriage, and the other is out of date.

Mr. BINGHAM. Do the Assistants have carriages?

Mr. TAYLOR. No, sir; they have not.

Mr. BINGHAM. Only the Postmaster-General?

Mr. TAYLOR. Only the Postmaster-General.

Mr. BINGHAM. Hardware. I see you increase there.

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. What do you call hardware for your service in the Post-Office building?

Mr. TAYLOR. That would be anything—

Mr. BINGHAM. Would that be a carpenter shop in connection with the repair of the building?

Mr. TAYLOR. That would be anything that the Auditor would not pass under the head of heating and lighting; anything made of iron or steel would come under that.

Mr. BINGHAM. Anything that you might need in the engine room, for instance?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Do you usually use up that \$500?

Mr. TAYLOR. Yes, sir; we always use that up and have been in the habit, so they tell me, of having to skimp in order to get through on the \$500.

Mr. BINGHAM. You have only been asking for \$500, and the bill gave you \$500?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. For miscellaneous items you reduce?

Mr. TAYLOR. No, sir; that is the Secretary of the Treasury's estimate for the Auditor on those items, and we have been hoping for years—

Mr. BINGHAM. Those items you reduce, and then, in effect, you ask for \$500 more than current law?

Mr. TAYLOR. No; it would be—

Mr. BINGHAM. Your recommendation is current law.

Mr. TAYLOR. We ask for an increase, in fact, of \$2,500 on that appropriation.

Mr. BINGHAM. Oh, no; your estimate for 1904 is \$15,500. That is the same as we gave you in 1902, and you now include the \$2,500 that the Auditor for the Post-Office had.

Mr. TAYLOR. We ask for the same amount, \$18,000. I guess I am mistaken in that. We seem to have omitted only the Auditor and ask for no increase. We should have had a small increase in there. I am afraid there is a misprint there.

Mr. HEMENWAY. Who is it objects to this arrangement of putting this appropriation in?

Mr. TAYLOR. The Auditor feels that it is embarrassing to him, inasmuch as he makes these purchases and audits his own accounts. In other words, the Postmaster-General takes the position this money is set aside for the Auditor and he can expend it as he pleases, and he says that he is not going to say that he can buy this or that item—that if he wants that he would pass it.

The Postmaster-General has to sign the requisitions, but he does it in a perfunctory sort of way, because he does not want to have a contest with the auditor over items with which he is connected only perfunctorily, yet he has to oversee it. As a result the auditor makes his purchase and it passes through our Department in that perfunctory sort of way without being scanned in the manner the Postmaster does expenditures for which he is responsible, and as a result it goes back to that particular auditor's office who made the purchases and he passes on it.

Mr. HEMENWAY. You think this change ought to be made?

Mr. TAYLOR. Undoubtedly. The auditor has asked to have it made.

Mr. HEMENWAY. Some one objected very seriously to it, but I can not think who it was.

Mr. TAYLOR. There was some one who objected to it at one time; I never could find out the individual. I think it was Mr. Howard. When he was chief clerk and went from a chief clerkship to the auditor's office, he found he needed some little expenditures to be made there that the Treasurer would not let him make, and he managed to get it included in our bill. That is as near as I can get at the history of it. It is different from any other transaction in the entire service, a man auditing his own accounts; it is something that is not contemplated by our system.

Mr. BINGHAM. On page 238; for rent of quarters on account of rural free delivery; that goes out. Is that what you have been paying \$7,500 rental for?

Mr. TAYLOR. I am not very well prepared to speak on that subject of rental, but I have a memorandum here somewhere—

Mr. BINGHAM. I suppose that was the rental over in the Star building?

Mr. TAYLOR. Yes, sir. The history of that business, as near as I understand—and it was passed upon by the special committee of the Postmaster-General—was this: They are paying for the Busch Building at the rate of \$7,000 a year; for the Rink building—that is where the present post-office supplies are now located and has been for several years—\$4,000, and for the Star building they are paying \$3,600. We gave up about \$1,800 of rent in the Star building and transferred that force up to the Busch Building. That makes \$14,600, and then—

Mr. BINGHAM. That you will need for next year?

Mr. TAYLOR. And we have \$3,000 for the Merchants' Transfer and Storage Company building and \$300 for the stable, which makes \$17,900 as the actual amount needed. That is a reduction of nearly \$2,000 over the present year. We are getting out of that deal nearly \$2,000. We are saving nearly \$2,000 by that transaction.

Mr. BINGHAM. That is in the building for the storage of files and supplies and the rural free delivery?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Under the current law?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. What do you use the building for rural free delivery for?

Mr. TAYLOR. I do not understand you, sir.

Mr. BINGHAM. What does the rural free delivery do in this building you rent?

Mr. TAYLOR. They have a number of their clerks there. I can not speak accurately in regard to that. General Wynne will probably be able to tell you about that.

Mr. BINGHAM. Are they in addition to what you have in the Post-Office building?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Have you any idea how many they have in their administrative office or in the rural free delivery?

Mr. TAYLOR. I would judge from the figures I have there must be somewhere near—I do not speak accurately now—about 300.

Mr. BINGHAM. You have that under the Post-Office Department, in your Department?

Mr. TAYLOR. When we speak of rural free delivery we mean that division that works upon that service. It is a division, in other words, of the Post-Office Department, and a number of their clerks are in this new building rented—transferred from the Star building up there.

Mr. BINGHAM. When you speak in regard to furniture, that means supplying the furniture and equipment for the Busch Building as well as the Post-Office Department?

Mr. TAYLOR. Yes, sir; as well as the Post-Office Department.

Mr. BINGHAM. You have not asked an increase for this body of subordinate force in your building?

Mr. TAYLOR. No, sir.

Mr. BINGHAM. I see you increased the publication of copies of the Official Guide 20 per cent?

Mr. TAYLOR. Yes, sir; we did that owing to the great growth of the Guide for the last two years. That is only an estimate. We have a contract to pay so much per page for the Guide, and it has been overrunning the amount for the last year, and in fact two years. It usually overran the amount estimated at the time the contract was made.

Well, we have balanced up to the present time and think we will get through the present year, but anticipating the average growth, we thought it best to make this increase. The discontinuance of offices and establishing rural free delivery has kept the matter running solid in what is known as the supplement to the guide, and increased it from 40 up to 60 and 70 pages, whereas our estimate was 40 pages for the regular supplement.

Mr. BINGHAM. Your contract is for page and number circulated?

Mr. TAYLOR. Yes, sir. We feared if this increase kept up we would be short in the next year on the contract.

#### OFFICE OF THE TOPOGRAPHER.

Mr. BINGHAM. The miscellaneous expenses of the topographer's office are the same.

Mr. VON HAAKE (topographer). There is no increase in the regular expenses, but I have in the force.

Mr. BINGHAM. You increase it a little over a thousand dollars?



Mr. VON HAAKE. No; the increase is \$400.

Mr. BINGHAM. You ask \$33,250, and you have had \$32,190?

Mr. VON HAAKE. I only ask for one \$1,800 draftsman to be promoted to be assistant topographer, at \$2,000, \$200 additional, and one \$1,600 man in his place, making \$400 exactly.

Mr. LIVINGSTON. Your increase is \$1,060 in the bill.

Mr. VON HAAKE. If you read the bill it is only \$400.

Mr. LIVINGSTON. There is one laborer.

Mr. VON HAAKE. Yes, that is additional. I did not ask for him, but I want him.

Mr. BINGHAM. You did not ask for him?

Mr. VON HAAKE. I did not, because this estimate was made before I went into the Busch Building.

Mr. BINGHAM. Is the \$1,800 man there now?

Mr. VON HAAKE. Yes, sir; and the other one at \$1,600. I want to have him at \$1,800. The increase in each case is \$200.

Mr. BINGHAM. The places heretofore have been at \$1,800 and \$1,600?

Mr. VON HAAKE. Yes, sir.

#### OFFICE OF THE DISBURSING CLERK.

Mr. TAYLOR. I can speak for the disbursing clerk's office. You will find the first item is an increase in the disbursing clerk's salary of \$150. The Postmaster-General made that increase because similar offices to that in the service were receiving that much or more and our disbursing clerk has been burdened with this additional amount of responsibility and an additional force of 325 additional people who went on the roll the first of July. That is the main reason for the increase.

Mr. BINGHAM. How many have you on the rolls now for whom he disburses?

Mr. TAYLOR. One thousand and eighty-five.

Mr. BINGHAM. You say that was increased how much during last year?

Mr. TAYLOR. Three hundred and twenty-five.

Mr. BINGHAM. Which go to make up this 1,085?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. I see you want one clerk of class 1.

Mr. TAYLOR. Yes, sir; owing to the increase of the work of his office.

Mr. BINGHAM. You want the engineer increased, and make him something beyond what the other men are now receiving, or is this new?

Mr. TAYLOR. This is new. The \$200 increase was asked last year.

Mr. BINGHAM. That allows the seven to run two tours of duty of three on, and I suppose one chief, or do you have two on duty at a time?

Mr. TAYLOR. Our engineer is a technical man. Some of the other departments, for instance, the State, War, and Navy building has a naval engineer as superintendent of the building, and all intricate matters he attends to himself. Our engineer is the only technical man we have to take care of all that work, and we think we have the most extensive plant in the city. It runs night and day. We really have more work at night than in the daytime. The city post-office has to

be cared for, and the work there at night is greater than during the day, and our force has charge at night, and it requires three shifts, when ordinarily in the other departments they close at four or five o'clock, and all they have to do is to keep the fires up; they do not have to keep on the pressure. Our work really begins at that hour.

Mr. BINGHAM. Why do you want another elevator conductor?

Mr. TAYLOR. The elevator conductor is necessary in the matter of the Busch Building. We have an elevator there and need one additional man.

Mr. BINGHAM. You increase from twelve to fourteen firemen; why?

Mr. TAYLOR. That is on account of the Busch Building.

Mr. BINGHAM. That is part of the rural free delivery?

Mr. TAYLOR. We have the topographer's office in there, and there are really more people in there than the rural free delivery.

Mr. BINGHAM. I see you want another carpenter.

Mr. TAYLOR. We have needed another carpenter for years. We are behind with our work in that line. You will notice there is an increase of \$160 increase in the matter of coal passers. Those are people who do very hard work and are getting \$500 a year, and they certainly do as hard laborers' work, perhaps the hardest labor work in the Department, and the Postmaster-General can see no reason why they should not be regular laborers and have regular laborers' pay of \$660 instead of \$500.

Mr. BINGHAM. Now you want 31 laborers instead of 24. Where do you use them; in the big building?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Continuously employed?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. That is an increase of 7?

Mr. TAYLOR. Yes, sir; that is on account of the Busch Building.

Mr. BINGHAM. Do you assign any to the Busch Building?

Mr. TAYLOR. They will be.

Mr. BINGHAM. Where is that Busch Building?

Mr. TAYLOR. It is between Seventh and Eighth on E street NW., just opposite the old Post-Office building.

Mr. BINGHAM. A large building?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Do you rent the whole building?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. You maintain the whole building and heat and light and equip it in every way?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. You estimate for 30 charwomen. Do you run charwomen over there also?

Mr. TAYLOR. Yes, sir; we ask for the increase of three on account of that building.

Mr. LIVINGSTON. What is the floor space in that building?

Mr. TAYLOR. I could not answer that question.

Mr. LIVINGSTON. What do you pay for it?

Mr. TAYLOR. We pay \$7,000.

Mr. LIVINGSTON. You do not know the floor space?

Mr. TAYLOR. I do not happen to know it to-day.

Mr. LIVINGSTON. Is that rent excessive?

Mr. TAYLOR. I think not.

Mr. BEAVERS. There is probably 25,000 square feet of floor space. It has five stories and a basement and is 50 by 100 at a rough calculation.

OFFICE OF THE POSTMASTER-GENERAL.

Mr. TAYLOR. Going back to the Postmaster-General's Office, there are one or two items that possibly I might speak of.

Mr. BINGHAM. Do you want to take that up?

Mr. TAYLOR. There is only one item I might speak to you about. I think he has written a letter on all the items except one. I do not think he has said anything about the appointment clerk. He has asked an additional \$200 to the salary of the appointment clerk. It will say that the appointment clerk in the Post-Office Department, as I understand it, gets much less salary than similar officers throughout the other Departments, and he asks that mostly on the ground that the work of the position ought to command that much salary—that is, \$2,000. It is an important office, and one immediately connected with his office which he has to rely on. He may have written on that subject.

Mr. ROBERT J. WYNNE, First Assistant Postmaster-General. He said he would write a letter. This appointment clerk was a \$1,800 clerk in my bureau and a man of great efficiency and knowledge, and I asked him to take this place, and promised him I would go to the Postmaster-General and ask the committee to make an increase in his pay. He is a \$1,800 clerk, and put up there.

Mr. LIVINGSTON. What was he before he went in there?

Mr. WYNNE. He was in Mr. Beaver's division.

Mr. LIVINGSTON. What was his pay?

Mr. WYNNE. \$1,800.

Mr. LIVINGSTON. Why did you take him out of there?

Mr. WYNNE. Because he was the man I wanted for the place, knowing his ability and honesty and straightness.

Mr. LIVINGSTON. Is he a better man than you had in there?

Mr. WYNNE. Much better.

Mr. LIVINGSTON. Gives better satisfaction?

Mr. WYNNE. To the Postmaster and to me; yes, sir.

Mr. BINGHAM. Does not the Postmaster-General have his confidential clerk now?

Mr. TAYLOR. He has written you on that subject. I will say on that matter that he has only had one place unclassified. At the time he came in the office there was a \$1,600 place, always considered as the confidential secretary's place, and that was filled at the time he came in the office.

Mr. BINGHAM. Has it not been regarded in your office as a discretionary place for detail by the Postmaster-General?

Mr. TAYLOR. The question really simmered down to his having to displace a classified employee even to make any sort of employment of a confidential character. In addition, he wanted the individual to receive a larger salary than a \$1,600 place.

Mr. BINGHAM. I understand that the man is not necessarily under civil service?

Mr. TAYLOR. No; he is not.

Mr. LIVINGSTON. Is he not entitled to two places outside of the civil service?

Mr. TAYLOR. Yes, sir.

Mr. LIVINGSTON. Has he got those two places filled?

Mr. TAYLOR. No, sir; he has only one. His private secretary is filling one place and the other place was filled, at the time he came into the office, by a classified employee.

Mr. LIVINGSTON. He has the right to displace that man?

Mr. TAYLOR. Certainly; but he did not authorize me to speak on that matter.

Mr. BINGHAM. Are you going to speak on that matter [to Mr. Wynne]?

Mr. WYNNE. If you wish me to.

Mr. BINGHAM. I mean in reference to the confidential clerk.

Mr. WYNNE. I am familiar with that, if you request me to do so.

Mr. TAYLOR. I am pretty sure he mailed a letter referring to that place.

Mr. BINGHAM. As the committee understands, there are two appointments at the discretion of each member of the Cabinet in the administration of the Departments, one the private secretary not under civil service and the other a confidential clerk not under civil service. Now, does the Postmaster-General now have of his own selection these two places, private secretary and confidential clerk?

Mr. WYNNE. Yes.

Mr. BINGHAM. Are they filled?

Mr. WYNNE. They are; but by putting the confidential clerk in a position called assistant superintendent of salary and allowance division, which is, we feel, an evasion.

Mr. BINGHAM. Then he has detailed, I understand, from the civil-service establishment a clerk whom he calls his confidential secretary?

Mr. WYNNE. He has his personal selection detailed as confidential clerk to draw salary as assistant superintendent of the salary and allowance division, which pays \$2,000.

Mr. BINGHAM. I think your office ought to fully understand the situation as we understand it.

Mr. WYNNE. He asks for \$2,400, because he is paying him the difference out of his own pocket.

Mr. BINGHAM. Now, Mr. Postmaster-General, we will hear you on all the points of the bill you desire. Under the office of the Postmaster-General there is an increase of a stenographer there. Does he use two stenographers?

Mr. WYNNE. Yes, sir; and he wants an additional one.

Mr. BINGHAM. Do you think it necessary?

Mr. WYNNE. I do, sir, as the work of the office is very heavy—very heavy on these young men.

Mr. BINGHAM. Is he stenographer to anybody else than the Postmaster-General?

Mr. WYNNE. No, sir.

Mr. LIVINGSTON. What is that statement about two stenographers in the office?

Mr. WYNNE. The present force is not able to handle the business. They have to go to his house in the evening, and they stay at the Department until 6 and 7 o'clock in the afternoon, and are continually at work. The work is very heavy all the time. General Payne's work is very heavy, and we have a woman detailed there now, so they really require the other stenographer.

Mr. BINGHAM. One messenger in charge of mail, why is that additional employee?

Mr. TAYLOR. I might say in reference to that that the real necessity for that comes around in this way, to be frank about it. We have always had a fireman and blacksmith in the Post-Office Department which was a very useful annex to our force. About two years ago the Postmaster-General in order to help a man who was doing his personal work there in the way of transporting his mail, etc., promoted an elevator conductor to this position increasing his salary to that amount. We have been during these two years without this man at a considerable expense to the Department and we want to be enabled to fill out that place in our Department for this mail messenger and ask that this mail messenger, that is the work he is really doing, be given that title and that would leave us the place on the engineer's roll which we have been without.

Mr. BINGHAM. Is the general departmental mail separated in the post-office downstairs?

Mr. TAYLOR. Yes, sir; it is separated.

Mr. BINGHAM. It is carried from that floor and delivered to your Department?

Mr. TAYLOR. They deliver the personal mail. Our departmental mail is gone down for by our own officials and brought up by our own messengers. The personal mail we have regular delivery. By the term personal mail, I do not mean exactly personal, but semipersonal, not strictly official.

Mr. BINGHAM. Office of the Attorney-General.

Mr. TAYLOR. Some one from that office will be here to represent them, at least they were notified to be present.

#### OFFICE OF FIRST ASSISTANT POSTMASTER-GENERAL.

Mr. BINGHAM. Office First Assistant Postmaster-General. First comes an increase in the compensation of the First Assistant Postmaster-General.

Mr. WYNNE. In this connection I wish to submit a letter from the Postmaster-General repeating his recommendation for all these assistants.

Mr. BINGHAM. His salary now is \$4,000?

Mr. WYNNE. Yes, sir.

OFFICE OF THE POSTMASTER-GENERAL,  
Washington, D. C., November 6, 1902.

Hon. J. G. CANNON,

*House of Representatives, Washington, D. C.*

DEAR SIR: I wish to call your attention to the increase of salaries for the four assistant postmasters-general for this Department submitted in my estimate to the Committee on Appropriations. I have recommended for the First Assistant Postmaster-General an increase of \$1,000, and for the other three assistants an increase of \$500 each.

The salaries have remained the same—\$4,000 per annum—since 1872.

The records show that in 1872 the gross receipts of the postal service were \$21,915,426, and the number of post-offices 31,863. At that time the compensation of postmasters was \$5,121,665.

The records of the current year show the compensation to postmasters is upward of \$21,000,000, while the revenues of the postal service are nearly \$122,000,000, and the number of post-offices is about 77,000.

I therefore urgently request that these increases be granted.

Very respectfully,

H. C. PAYNE,  
*Postmaster-General.*

Mr. BINGHAM. We will take that as a basis of consideration in connection with the whole four. General Superintendent of the Money-Order System you ask an increase of \$500.

Mr. WYNNE. Yes, sir; that is to make him equal in salary to the other general superintendents and chiefs of divisions, and to restore to him his original salary. I have here a statement which shows that this office was increased to \$3,000 in 1868 and to \$4,000 in 1873; that it was reduced to \$3,000 in 1874, increased to \$3,500 in 1883, and reduced to \$3,000 in 1898. He should get the same salary as the other chiefs of divisions. Why Congress has made these changes I am not able to state.

Mr. BINGHAM. You ask for an assistant superintendent of the Money-Order System?

Mr. WYNNE. Yes, sir; I ask that that title be made assistant general superintendent for the reason that the same title is in the other divisions. If you make him assistant superintendent that is about on the grade of a \$2,000 man.

Mr. BINGHAM. He does that work now?

Mr. WYNNE. Yes, sir; Mr. Kimball.

Mr. BINGHAM. At \$1,800?

Mr. WYNNE. At \$2,000, as chief clerk acting as assistant.

Mr. BINGHAM. The assistant chief of the Money-Order Division of the Department now receives \$2,000?

Mr. WYNNE. As chief clerk he gets \$2,000.

Mr. BINGHAM. And instead of chief clerk you change him to assistant general superintendent?

Mr. WYNNE. Yes sir; and increase his compensation \$500.

Mr. BINGHAM. His work remaining the same?

Mr. WYNNE. His work remaining the same; yes, sir.

Mr. BINGHAM. But you continue the chief clerk?

Mr. WYNNE. If the committee in its judgment thinks that only one office can be appropriated for, an \$1,800 clerk can be detailed to act as chief clerk.

Mr. BINGHAM. But the law gives you a chief clerk of the money-order system at \$2,000.

Mr. WYNNE. But he is acting as assistant general superintendent and he is not that in reality. Here is Mr. Kimball, and he can probably speak for himself.

Mr. BINGHAM. Your general statement is enough. As I understand, you want to create an assistant general superintendent of the money-order system and pay him as such \$2,500?

Mr. WYNNE. Yes, sir.

Mr. BINGHAM. And this service is now performed by the chief clerk?

Mr. WYNNE. Yes.

Mr. BINGHAM. And if we create this additional office the man who performs the office of chief clerk will be a fourth-class clerk—is that it?

Mr. WYNNE. Yes, sir.

Mr. BINGHAM. That is your purpose?

Mr. WYNNE. Yes, sir.

The CHAIRMAN. Now, you go to the item "Chief clerk, Dead-Letter Office," and ask an increase in his salary to \$2,000. Why do you not simply leave it as it is?

Mr. WYNNE. Because of the increase in his duties and the business of the office.

Mr. BINGHAM. We give you a subordinate force to carry on that business, and I do not see why that largely increases the work of the head of the service. If we give you three or four additional clerks, year in and year out, I do not see how that increases the work of the head man.

Mr. WYNNE. To put it in another way, it puts him on the same basis as other chief clerks.

Mr. BINGHAM. That the committee does not regard as important. I may be chief of a department or chief of a division containing 10 men, and you might be chief of a division of 50 men, and you would get a higher compensation because you are the chief of a larger division.

Mr. WYNNE. The reason is to put the business of his division on an equal footing and rank with the others.

Mr. BINGHAM. You increase the salary of the assistant superintendent of salaries and allowances \$250?

Mr. WYNNE. Yes, sir. There is a case of a most efficient man. In Mr. Beavers's absence, when he has to go away on the business of the Department, I continually call upon his assistant, and I find him a man of marvelous information and great resources, never at a loss to answer any question. He deserves for his services and for his efficiency the amount asked here.

Mr. BEAVERS. I would like to add, Mr. Chairman, that by comparison with other assistant superintendents he receives considerably less money, and that he has a volume of responsibility second to none; in fact, it is first.

Mr. BINGHAM. In the salary of the superintendent of post-office supplies there is an increase asked for of \$250?

Mr. WYNNE. Yes, sir. That man has to attend to the purchase of all the supplies for the Department and for the entire postal service.

Mr. BINGHAM. Right in that connection—the superintendent of post-office supplies now receives \$2,250. What subordinate force has he under him; how many?

Mr. WYNNE. Thirty-four people.

Mr. BINGHAM. And they are classed as what; \$1,000 clerks?

Mr. WYNNE. Some as clerks and some as laborers.

Mr. BINGHAM. And more as laborers than clerks, perhaps?

Mr. WYNNE. Yes, sir. I think that man should get \$250 more in recognition of his ability.

Mr. BINGHAM. You increase 10 clerks of class 4 to 12 clerks of class 4. Are those clerks in your general office?

Mr. WYNNE. Yes, sir; one for the division of salaries and allowances and the other for rural free delivery.

Mr. BINGHAM. These clerks are divided up around in your department?

Mr. WYNNE. Yes, sir.

Mr. BINGHAM. Then you ask for two additional clerks of class 3, two additional clerks of class 2, one additional clerk of class 1, and ten additional clerks at \$900 each. What is the cause for this large increase in the \$900 grade?

Mr. WYNNE. Those clerks are needed for the Dead-Letter Office. There is very heavy, heavy work there and the people are overworked. There is continual complaint and applications continually from Sen-

ators and members for men and women to be transferred from that office because the work is so heavy, and I would urgently ask that that condition be recognized and some relief be afforded. They now work nearly every afternoon till 5 o'clock; at least, since I have been there.

Mr. BINGHAM. I suppose you predicate all this large increase of force on the growth of your service?

Mr. WYNNE. Yes, sir.

Mr. BINGHAM. Do you feel that increase of work to the same effect in your general office administration?

Mr. WYNNE. I have not been there long enough to speak from experience.

Mr. BINGHAM. There is a big increase in the subordinate force?

Mr. WYNNE. It is a tremendous bureau.

Mr. BINGHAM. What do the female laborers do?

Mr. WYNNE. They distribute letters in the Dead-Letter Office and clean the toilet rooms.

Mr. BINGHAM. You call them laborers?

Mr. WYNNE. Yes, sir.

Mr. BINGHAM. I suppose that is because of the compensation allowed laborers. You give them a line of work that they are fairly compensated for by the designation of "laborer?" You do not call them clerks, because you do not want to give them clerks' salary?

Mr. WYNNE. We can not do so without violating the law.

Mr. HEMENWAY. Is there anything else you wish to file with the committee?

Mr. WYNNE. I would like to call the attention of the committee to the recommendation of General Creswell, in 1870, to the increase of the salaries of the Assistant Postmasters-General to \$5,000, which shows that even at that time their merit was being recognized. He says:

In my judgment, the three Assistant Postmasters-General and the Superintendents of Foreign Mails and of the Money-Order System should receive an annual salary of \$5,000.

I simply desire to say that in asking for this increase the Assistant Postmasters-General believe that the Postmaster-General has acted with exceeding moderation; that each of the assistants outranks a postmaster of the first class, who gets \$6,000, every one of whom is in turn under orders of the Assistant Postmasters-General.

Mr. BINGHAM. That is merely a division of authority. What enters as a large element in the compensation of the postmasters is the bond; that is the real element of consideration, the big bonds they give. What bond does the postmaster of New York give?

Mr. WYNNE. The postmaster of New York city gets \$8,000 salary and is bonded for \$2,000,000.

Mr. BEAVERS. It is \$1,000,000, with double security. Now, all the postmasters are relieved of the responsibility of the clerks. All the financial clerks in the post-offices are bonded direct to the Government. So the postmasters are in a large manner relieved. You could cut their salaries down on that account.

Mr. BINGHAM. The postmasters have to go to the security companies and buy the bond?

Mr. BEAVERS. There is very little of that. Mr. Van Cott, in New York, could get a \$10,000,000 bond as easy as a \$1,000,000 bond.



Mr. BINGHAM. Is there anything further that you wish to say, Mr. Wynne?

Mr. WYNNE. I have submitted a paper for the information of the committee.

The paper submitted by Mr. Wynne follows:

#### **STATEMENT OF FACTS SUBMITTED BY THE FIRST ASSISTANT POSTMASTER-GENERAL.**

In the estimates submitted for the consideration of your honorable committee there is a recommendation for an increase in the salaries of the four Assistant Postmasters-General. Special recognition is given the office of First Assistant Postmaster-General, in the recommendation that the salary of that official be made \$5,000 per annum, an increase of \$1,000, and that the salaries of the other assistants be made \$4,500, an increase of \$500 each.

While it may seem that the bureau assistants are coordinate in their several capacities, this is not true in fact. The First Assistant outranks the others because in the absence of the Postmaster-General he assumes the direction of departmental affairs, and upon him devolves the responsibility of the postal business. It is seldom that other bureau officials, with the exception, perhaps, of the Second Assistant, are called upon to act as Postmaster-General.

Section 177 of the Revised Statutes states that in case of the death, resignation, or sickness of the Postmaster-General, the First or sole Assistant shall perform the duties of that official.

Under the Executive order of January 6, 1893, issued pursuant to section 179 of the Revised Statutes, the other Assistant Postmasters-General are not authorized to perform the duties of the Postmaster-General unless the First Assistant shall be absent or sick. This gives warrant to the assumption that the First Assistant Postmaster-General outranks all other bureau officials in the Post-Office Department.

The appropriation for the current fiscal year shows that \$1,273,730 are paid for salaries of the 1,084 officers, clerks, and employees of the Post-Office Department.

In the bureau of the First Assistant Postmaster-General \$569,630 are paid for the salaries of the 10 chiefs and 531 clerks and employees. It will be seen that this bureau is composed of nearly one-half the force of the Department, and is paid nearly one-half of the salaries thereof.

Again, the First Assistant Postmaster-General controls the principal disbursements of the Department, which amount to about \$70,000,000 for the present fiscal year.

With the exception of the Second Assistant Postmaster-General, whose appropriations are \$10,000,000 less than those of the First Assistant Postmaster-General's office, the other bureaus have no large appropriations.

The disbursements in the office of the First Assistant Postmaster-General cover the entire service, and embrace almost every class of postal employees.

The clerks and letter carriers, numbering between 35,000 and 40,000 employees, and growing constantly, and the addition of the soon to be enormous rural free-delivery service, have placed upon the First

Assistant Postmaster-General great responsibilities. I feel that the committee will agree that a salary of \$5,000 per annum for the head of that bureau is modest when compared with the duties he has to perform.

I trust, therefore, that the recommendation of the Postmaster-General will be favorably considered, and that the salary of the First Assistant Postmaster-General will be increased from \$4,000 to \$5,000 per annum.

Mr. WYNNE. Before I go back to the office, I am reminded by the chief clerk that I promised to indorse the estimate for the appropriation to paint the building. The necessity of it, I suppose, has been explained or can be explained.

There are some changes in the rural free-delivery system that you may care to know about. The changes do not increase the force, and only make a small increase in the appropriation. Mr. Machen, the superintendent, is here and can explain that.

#### RURAL FREE DELIVERY.

#### STATEMENT OF MR. A. W. MACHEN, SUPERINTENDENT.

Mr. BINGHAM. What do you want to speak to the committee about?

Mr. MACHEN. I am here to explain the estimates in regard to the rural free delivery. We have submitted an increase in the appropriations of \$4,200, but we ask no additional clerks. The number of clerks remains the same. We ask for two more clerks of the \$1,800 grade.

Mr. BINGHAM. You ask for 5 clerks of class 1?

Mr. MACHEN. Yes, sir. We ask for 8 clerks of class 3; we now have 6. We ask for 27 clerks of class 2; we now have 25. We ask for no increase in the number of clerks of class 1, no increase in the \$1,000 class, and we reduce the \$900 class from 15 to 9. So the number of clerks remains the same, while the increase in the three higher grades causes a net increase in the appropriation of \$4,200.

Mr. BINGHAM. In other words, you want to make promotions?

Mr. MACHEN. Yes, sir. Of course this is a new service. This current year is the first time this service has been carried in the legislative appropriation bill. Prior to that time the salaries were all paid out of a lump sum. The service is being formulated and built up, and I simply want to pay the clerks who do the same kind of work the same salaries. That is all.

We have three people who now are paid \$1,800, while there are five persons who do exactly the same kind of work, and the two clerks now getting \$1,800 are just as important to us, and just as efficient, as the other three, and they have been with the service just as long. I want to equalize the salaries. The service has developed where I have a subdivision in my office, which is an appointment office, and it is as important a branch of the service as I have. It involves the appointment of all the carriers, removals, and resignations, and it considers complaints against the personnel of the force. There is more work connected with that subdivision of my office now than there was in the entire free-delivery service five years ago. That man is getting \$1,600. I want him to get \$1,800, equal to the other three clerks—the chief clerk to Mr. Clarke, my own chief clerk, and the man that I have in charge of books of the whole system. The man we have in

charge of the books audits all the accounts before they go to the Auditor for final auditing and payment.

Mr. BINGHAM. What does the supervisor do; does he hold his office in your bureau?

Mr. MACHEN. He is a subordinate in my office.

Mr. BINGHAM. He does not go out into the field?

Mr. MACHEN. Yes, sir; he makes special investigations. He investigates the eight division headquarters that we have throughout the country.

Mr. BINGHAM. Then his relation is with your division headquarters?

Mr. MACHEN. No; directly with my office. He is a subordinate to me; he is a sort of traveling supervisor.

Mr. BINGHAM. The law gives you the authority to send him about the country?

Mr. MACHEN. Yes, sir. Besides the division headquarters, he makes special investigations for the Department. Sometimes we have occasion to investigate our own agents, and he is the man who makes the investigation.

Mr. BINGHAM. "Chief of board of examiners of rural carriers, \$2,250." What do you mean by "Force of examiners?" The rural free delivery is wholly independent beyond the fact that it reports to the Civil Service Commission the result of its examinations.

Mr. MACHEN. It is an adjunct to the Civil Service Commission. It represents in one board what in the city service is represented in all the local boards. This board receives the examination papers from the special agents who examine routes, and they read the papers and certify the eligibles to my office for appointment.

Mr. BINGHAM. They direct. They do not come under the supervision of the Civil Service Commission?

Mr. MACHEN. They are subordinate to the Civil Service Commission.

Mr. BINGHAM. But they are employees in your office?

Mr. MACHEN. They are paid by the Post-Office Department. They operate in a dual capacity. They are subordinate to the Civil Service Commission, and they are subordinate to us in a way.

Mr. BINGHAM. What does this board consist of?

Mr. MACHEN. Five members.

Mr. BINGHAM. Are they paid?

Mr. MACHEN. The chief is paid, but the other members are simply employees in my office; one is my appointment clerk.

Mr. BINGHAM. They come out of your subordinate force?

Mr. MACHEN. Yes, sir.

Mr. BINGHAM. Are they paid any additional compensation?

Mr. MACHEN. No, sir.

Mr. BINGHAM. The chief does only this line of work?

Mr. MACHEN. That is all he does.

Mr. LIVINGSTON. What was the necessity of the appointment of this board in the first place?

Mr. MACHEN. The idea of the establishment of that board was in order to expedite the appointment of the carriers. In other words, to prevent the direct application of the civil-service law from interfering with the prompt introduction of the service. If we attempted to apply the same rules to the rural free-delivery service that are now applied to the city service, it would simply result in delaying the establishment of the service.

Mr. LIVINGSTON. In other words, they would be so slow about it?

Mr. MACHEN. Yes, sir. If they had to appoint a local board of examiners in every little village or in every county in order to hold the examinations, you can see how slow the introduction of the service would be. Here, to-day, when we establish the city service, we have to give the Civil Service Commission sixty to ninety days' notice, and then toward the end, urge them two or three times to hurry along the marking of the papers, so that we can have an eligible register to make appointments.

Mr. WYNNE. It sometimes takes us a month or two months to get even a clerk.

Mr. MACHEN. We have been since July 1 trying to fill nine places.

Mr. BINGHAM. This whole board is under the Civil Service Commission?

Mr. MACHEN. Yes, sir.

Mr. BINGHAM. And you have the organization of it?

Mr. MACHEN. Yes, sir.

Mr. BINGHAM. The requirements are very simple?

Mr. MACHEN. Yes, sir.

Mr. BINGHAM. I suppose you have rules governing the examinations?

Mr. MACHEN. Yes, sir; issued by the First Assistant Postmaster-General and the Commission and approved by the President.

I would like to make one statement to show how these examinations are conducted.

Mr. BINGHAM. That is what I would like.

Mr. MACHEN. When a route is examined by one of the special agents who has been appointed by the Commission an auxiliary member of this board—

Mr. LIVINGSTON. You do not mean to say that the board appoints them?

Mr. MACHEN. When we appoint a special agent we send the name over to the Civil Service Commission and they give him a certificate as an auxiliary member of this board. When they are in the field they examine the routes first for the Post-Office Department and then they hold the examination right there.

Mr. BINGHAM. Due notice having been given?

Mr. MACHEN. Yes, sir; at least two days' notice. Then after the examination they send the route report to the division headquarters, but they send the examination papers direct to the board of examiners at Washington, and there the recommendations are scrutinized and the papers read and the eligible register established. Then when we go to establish the service on that route we simply notify the board of the route number to be served, and in a few days they certify the highest eligible on the list and we appoint that man.

Mr. BINGHAM. Where does the Civil Service Commission come in there? The Civil Service Commission never see these papers?

Mr. MACHEN. They send their inspector over to see the papers; they have supervisory control of this work.

Mr. BINGHAM. Are there many agents in the field?

Mr. MACHEN. There are 135 agents on the roll. We have 6 men who work under this board only filling vacancies to meet resignations and removals. The other 60 are special agents and the remainder route inspectors.

Mr. LIVINGSTON. Do I understand you to say that this board of examiners certify the highest-rated man?

Mr. MACHEN. Yes, sir.

Mr. LIVINGSTON. They do not send up three names?

Mr. MACHEN. No, sir; the highest on the list. That is the rule established by the Commission.

Mr. LIVINGSTON. The other rule is to send up the three highest?

Mr. MACHEN. Yes, sir.

Mr. LIVINGSTON. And in this case they only certify one name?

Mr. MACHEN. Yes, sir. The rule we have is this: The examination itself—the scholastic examination—is very simple. It simply tests a man as to whether he can read and write. The controlling consideration in the appointment of a man at first is, Does he live on the route; has he an equipment; could he supply his own substitute; is he satisfactory to the people; has he the indorsement of the patrons? Under our new conditions we require written in the petition the names of at least three people, any one of whom will be satisfactory to the people, and then the agents are instructed that, everything else being equal, one of those men shall be appointed. So that puts the appointment practically in the hands of the petitioners on the route.

Mr. LIVINGSTON. Do you permit a man who lives, for instance, in an adjoining county to certify his intention to become a citizen in another county and on another route?

Mr. MACHEN. No, sir; because we require that a man must live at least six months on the route before taking the examination. If there are half a dozen routes running out of one point, we hold that any man living within the village is living within the territory of any one of those routes within the meaning of the rule.

OFFICE SECOND ASSISTANT POSTMASTER-GENERAL.

**STATEMENT OF HON. W. S. SHALLENBERGER, SECOND ASSISTANT POSTMASTER-GENERAL.**

Mr. SHALLENBERGER. I may be permitted to say that I was to speak a word with reference to the item for the painting of the building, and as it relates to the portion of the building occupied by my bureau I have no hesitation in saying that I think the appropriation should be made.

The CHAIRMAN. The building is in pretty bad condition?

Mr. SHALLENBERGER. Yes, sir; so bad that I felt justified in asking the disbursing clerk to use a portion of his limited appropriation of \$1,000 to put into condition a few of the rooms which I occupy; they were very filthy.

Mr. BINGHAM. You ask for 38 clerks of class 3, an increase of 2; and 28 clerks of class 2, an increase of 3. Those are the 5 increases you ask for?

Mr. SHALLENBERGER. Those are made necessary from the fact that the work has increased to such an extent that during the last fiscal year the overtime of the clerks itself amounted fully to the time of the 5 clerks I have requested.

Mr. BINGHAM. You consider this simply a fair percentage of increase?

Mr. SHALLENBERGER. Not a full percentage, but a fair percentage. I asked for these additional clerks in this particular class because the desks they will be expected to occupy are of high grade, and they are necessitated by the increase of the regular business and by the addition of some special matters which have come to my bureau in recent years—the pneumatic-tube service, the street-car service, and the messenger service in cities. I have found it necessary during the last fiscal year to assign to these desks clerks of lower grades, and it is not the proper thing to do, in view of the fact that they should be of the same grade as other clerks handling corresponding desks. I feel that I can not get along without this increase.

Mr. LIVINGSTON. All these increases are for necessary work, and not promotions?

Mr. SHALLENBERGER. Yes, sir; not promotions.

Mr. TAYLOR. Did I understand you to say that the proposed increase covered the overwork done by the present force you have now?

Mr. SHALLENBERGER. The overwork done in the last year has covered as many hours as the five clerks.

Mr. TAYLOR. That is the increase you ask for?

Mr. SHALLENBERGER. Yes, sir; the increase is covered by the overwork.

#### OFFICE THIRD ASSISTANT POSTMASTER-GENERAL.

#### STATEMENT OF MR. EDWIN C. MADDEN, THIRD ASSISTANT POSTMASTER-GENERAL.

Mr. BINGHAM. You ask for an increase in the salary of your chief clerk from \$2,100 to \$2,500, an increase of \$400?

Mr. MADDEN. Yes, sir. We have now two chief clerks getting \$2,500.

Mr. BINGHAM. Who are they?

Mr. MADDEN. The chief clerks in the offices of the First and Second Assistant Postmasters-General, and I have great difficulty in getting a man to fill the place at \$2,100, because there are many other positions that pay more. I have now a man in that place who gave up a position paying more money in the hope that I might get enough increase to keep him in this place.

Mr. BINGHAM. The other departments do not have any trouble in getting chief clerks at \$2,100.

Mr. MADDEN. I have found great difficulty in getting a man for this position. I have had three chief clerks.

Mr. HEMENWAY. You think you can not keep your chief clerk unless you increase his salary?

Mr. MADDEN. He will not stay.

Mr. BINGHAM. Have you not any competent clerk of class 4 who would do this work for \$2,100?

Mr. MADDEN. Not that I have found.

Mr. BINGHAM. You ask for an increase of \$250 in the salary of the superintendent of classification division?

Mr. MADDEN. For the good reason that that is, in my judgment, the most important division in the whole Post-Office Department, trying to reform the abuses of the second-class mail privilege. I have

been trying to get a man to fill that position, and I have finally got what I regard as the best man for the place. I want to keep him there and I want to give him enough salary to make him satisfied.

Mr. BINGHAM. Do you not think \$2,500 is a very good salary?

Mr. MADDEN. He was getting \$2,500 before he came to my office.

Mr. BINGHAM. He must be a new man to this work.

Mr. MADDEN. Yes, sir; but he is very competent. He generally remains at the office until 11 o'clock at night.

Mr. BINGHAM. Is not \$2,500 a larger salary than he was receiving?

Mr. MADDEN. No, sir. He does the most important work in the Post-Office Department to-day.

Mr. BINGHAM. You ask for 9 clerks of class 4, an increase of 1; 21 clerks of class 3, an increase of 1; 27 clerks of class 2, an increase of 1; 40 clerks of class 1, an increase of 7; 23 clerks at \$1,000, an increase of 10?

Mr. MADDEN. In the last appropriation bill, by mistake, there was 10 clerks short, and the First Assistant Postmaster-General has made details to my office to fill those vacancies in my bureau, and it was not understood that he would ask for 13 clerks this time, and that I would ask for more in order to adjust the difference. I have now in the bureau 16 detailed clerks, and this bill, or at least the estimates, call for 18. That is just really 2 additional clerks.

Mr. HEMENWAY. The understanding was that the First Assistant Postmaster-General was to drop that many from his roll and increase your roll?

Mr. MADDEN. Yes, sir.

Mr. HEMENWAY. Will you and this gentleman join in a letter to the committee stating what you want done in this particular?

Mr. MADDEN. Yes, sir; I suppose he made the statement to-day; I asked him to do so.

Mr. HEMENWAY. No; you and the gentleman join in a letter to us suggesting where the clerks should be dropped from his roll.

Mr. MADDEN. I understood he would ask for so many less clerks.

Mr. BINGHAM. You have the clerks now?

Mr. MADDEN. Yes, sir. They go back to the First Assistant Postmaster-General on the 1st of July.

Mr. BINGHAM. Then you give up the 16 detailed clerks and ask for them here and that is what makes your estimate in effect \$25,000 increase?

Mr. MADDEN. Yes, sir; that is it exactly. I asked him this morning if he would speak of it, and he said he would.

Mr. BINGHAM. See if the First Assistant Postmaster-General will not put a letter to that effect in the hearing.

Mr. HEMENWAY. So you really only ask for an increase of two clerks over the number you have now?

Mr. MADDEN. Yes, sir. As you all know, we are undertaking to reform the abuses of the second-class mail privilege and we have an enormous job. I can say without exaggeration that the chief of that division has not been away from his office before 11 o'clock at night, and there is not a clerk who has not been working additional time. So the necessity for additional help will be apparent to you.

Mr. BINGHAM. Give us an estimate as to what you think your restriction on weight and postage has benefited the Government?

Mr. MADDEN. You will find that in the deficit. We can not very

well specify it. We can not give any statement that would be worth anything, but you will notice that the deficit is rapidly disappearing.

Mr. BINGHAM. The rural free delivery says that the credit belongs to them.

Mr. MADDEN. That is for effect.

Mr. BINGHAM. You have nothing definite in regard to that?

Mr. MADDEN. We can not give it. The second-class mail matter amounts to about two-thirds of the business, and it is generally conceded that half of that is illegitimate.

Mr. BINGHAM. Have you any estimate of the weight of second-class mail matter going through the mails since your policy?

Mr. MADDEN. No; but we did reduce it in New York City alone 1,500 tons a year.

Mr. BINGHAM. That is 6 tons a day?

Mr. MADDEN. That is right.

Mr. BINGHAM. You have that exhibit?

Mr. MADDEN. We get that data from the postmaster at New York. I have been asked to speak to you about the painting of the building.

Mr. LIVINGSTON. The building has only been occupied three years?

Mr. MADDEN. It was being built sixteen years before they occupied it.

Mr. LIVINGSTON. Why do you want \$20,000 to clean it?

Mr. MADDEN. To paint it inside; it is not to clean it.

Mr. BINGHAM. Is there anything further that you desire to submit to the committee?

Mr. MADDEN. I would like to urge the appropriation of \$1,800 for file cases.

Mr. BINGHAM. Do they have any of them in the Post-Office Department?

Mr. MADDEN. Yes, sir; in the rural free delivery and in one or two other offices.

Mr. BINGHAM. Is the system economical?

Mr. MADDEN. Yes, sir; they would be safe and convenient and save two clerks in my one division alone.

POST-OFFICE DEPARTMENT,  
FIRST ASSISTANT POSTMASTER-GENERAL,  
Washington, December 8, 1902.

Hon. H. H. BINGHAM,

*Committee on Appropriations, House of Representatives.*

MY DEAR GENERAL: Third Assistant Postmaster-General Madden has just returned from your committee room, and informs me that you desire an explanation from me as to the details from my Bureau to his during the present fiscal year.

The fact is that the office of the First Assistant Postmaster-General has detailed to the office of the Third Assistant Postmaster-General fourteen clerks, whose salaries range from \$900 to \$1,400 per annum. These clerks, by arrangement, are to be returned to this Bureau on July 1 next. The details were made to temporarily assist the Third Assistant Postmaster-General on account of the extraordinary development of public business in his office, due to great expansion of the registry system in the rural free-delivery service and the reforming of the abuses of the second class of mail matter, and were sanctioned by the Postmaster-General.



The estimates for the office of the First Assistant Postmaster-General for the fiscal year beginning July 1 next were prepared with the understanding that these fourteen details would be returned to this office on July 1 next, and my estimates were accordingly diminished by that number of clerks, and with the further understanding that the Third Assistant Postmaster-General's estimates would include allowances to provide for this number of clerks beginning July 1 next.

Very truly, yours,

R. J. WYNNE,  
*First Assistant Postmaster-General.*

POST-OFFICE DEPARTMENT,  
THIRD ASSISTANT POSTMASTER-GENERAL,  
*Washington, December 9, 1902.*

Hon. H. H. BINGHAM,  
*Committee on Appropriations, House of Representatives.*

MY DEAR GENERAL: Referring to my statement before the committee yesterday and to the letter submitted by First Assistant Postmaster-General Wynne this morning, I beg to state that I was mistaken in representing to the committee that there are sixteen clerks detailed from the office of First Assistant Postmaster-General to the office of Third Assistant Postmaster-General; the number is fourteen. There are, however, as stated to the committee, sixteen details in all, but two of them are from the office of the Postmaster-General, instead of the office of First Assistant Postmaster-General, as represented.

This, of course, is in conjunction with the letter of the First Assistant Postmaster-General of this date on the same subject, and which I understand was forwarded to you early this morning.

Very respectfully,

EDWIN C. MADDEN,  
*Third Assistant Postmaster-General.*

OFFICE OF THE FOURTH ASSISTANT POSTMASTER-GENERAL.

# **STATEMENT OF MR. C. A. CONRAD, CHIEF CLERK.**

Mr. BINGHAM. Why do you want the increase indicated on page 231?

Mr. CONRAD. On account of the increase in the work.

Mr. BINGHAM. The general increase?

Mr. CONRAD. Yes, sir. They are working overtime one hour daily in the depredations division, and the work in that division is increasing right along. I do not know how long this overtime work will last before the work is up to date.

Mr. BINGHAM. Your recommendation is based upon the increase of work in your division of the Post-Office Department because of the general increase?

Mr. CONRAD. Yes, sir.

Mr. BINGHAM. What does a page do?

Mr. CONRAD. He runs errands from the office of the Fourth Assistant Postmaster-General.

Mr. BINGHAM. He is a messenger, but a cheaper salaried clerk?

Mr. CONRAD. Yes sir. He is under 18 or 20 years of age.

Mr. BINGHAM. There is an age limitation?

Mr. CONRAD. Yes, sir.

## DEPARTMENT OF JUSTICE.

**STATEMENT OF MR. CECIL CLAY, CHIEF CLERK, ACCOMPANIED  
BY MR. JOHN G. GLOVER AND MR. ALEXANDER CAINE.**

The CHAIRMAN. You want to raise the salary of the Solicitor-General?

Mr. CLAY. That is always put in because the statutory salary is \$7,500.

Mr. BINGHAM. You have increased the salary of the private secretary to the Attorney-General to \$2,500.

Mr. CLAY. That is a matter of the Attorney-General's.

Mr. BINGHAM. The salary of private secretaries, in all the departments, is \$2,250, Mr. Courts?

Mr. COURTS. Yes, sir.

Mr. CLAY. I have prepared a little table which I will submit for the information of the committee.

	Appropriation for 1903.			Estimate for 1904.			
	Num- ber.	Assigned.		Assigned.		Increase.	Decrease.
		Depart- ment.	Division.	Depart- ment.	Division.		
Class 4.....	7	4	3	3	4		
Class 3.....	7	6	1	6	5	4	
Class 2.....	9	3	6	3	6		
Class 1.....	16	6	10	6	6		4
Copyists.....	10	8	2	9	2	1	
Stenographic clerks.....	3	2	1	2			1
Total.....	52	29	23	29	23		

4 clerks, at \$1,600.....	\$6,400	
1 clerk, at \$900.....	900	
		\$7,300
4 clerks, at \$1,200.....	4,800	
1 clerk, at \$1,600.....	1,600	
		6,400
Net increase.....		900

Mr. BINGHAM. Your decreases equal your increases?

Mr. CLAY. Yes, sir. In lieu of appropriating so much additional for disbursing clerk you are asked to appropriate for a disbursing clerk by title.

Mr. LIVINGSTON. Do I understand that your decreases are an offset to the increases?

Mr. CLAY. Yes, sir. The Attorney-General asks that you appropriate for a disbursing clerk by title. He has heretofore been an \$1,800 clerk with \$500 additional appropriated.

Mr. LIVINGSTON. He is a classified man?

Mr. CLAY. Yes, sir. The Attorney-General thinks he ought to be made a disbursing clerk in the bill, a regular disbursing clerk.

Mr. LIVINGSTON. Then you would not take him from the classified service?

Mr. CLAY. Not from the grade of fourth class. That is a matter that has been before this committee a number of times.

Mr. BINGHAM. Your note in connection with the Book of Estimates is very explicit. You have made it perfectly clear and is all we desire to know unless you want to add something to it.

Mr. CLAY. Unless the committee wants to hear the disbursing clerk. It might be well, as the disbursing clerk is here and he can say what reasons there are which actuated the Attorney-General in putting this in in that way. As the clerk of the committee knows, it has been suggested by the Attorney-General for a number of years.

Mr. CAINE, disbursing clerk, Department of Justice. On the 23d of last June (I had been formerly an examiner of the Department of Justice on a salary of \$2,500 a year and expenses) I was in the northern district of Ohio making examinations for the Department. I received a telegram from Major Strong, the agent of the Department, and Mr. Richards, the present Solicitor-General, requesting me to return immediately to the Department. Of course it was unknown to me what they wished. Upon my arrival here I found that the disbursing officer had been a defaulter to the amount of \$7,000, and Mr. Knox requested and very much desired to see me accept the position. Of course I told Mr. Knox I would be very glad to take the place, but I felt I was making too much of a financial sacrifice to accept the place at that salary, as my aggregate salary would amount to between \$3,000 and \$3,500 a year.

Mr. BINGHAM. That meant traveling expenses also?

Mr. CAINE. And subsistence. We got \$2,500 net. Now, the disbursing officer of the Department of Justice disburses about \$3,600,000. We have 42 pay rolls, and we pay all the officials in this country, and we have no deputy disbursing officer, consequently the disbursing officer has his entire time occupied, and he takes no leave, because he can not be spared from the Department. When he is away that Department, as far as money transactions are concerned, absolutely stops.

Mr. BINGHAM. How are payments made?

Mr. CAINE. Monthly. We issue between twelve and fifteen hundred checks every month.

Mr. BINGHAM. Are the judiciary paid monthly?

Mr. CAINE. Yes, sir; with the exception of the District of Columbia and employees of the Department of Justice here, the Spanish Claims Commission, Indian Depredations. Those are all paid semi-monthly. One hundred and seventy people receive pay twice a month, on the 15th and on the 1st, and I have felt that owing to the great sacrifice I was making that \$3,000 was little enough.

Mr. BINGHAM. What clerical assistance have you?

Mr. CAINE. Twenty-five clerks but no deputy disbursing officer.

Mr. BINGHAM. You are the only bonded officer?

Mr. CAINE. I am the only bonded officer in the Department. As a matter of fact I do not get \$2,300, as I pay \$100 for my bond, which leaves my salary \$2,200.

Mr. HEMENWAY. You were eligible to transfer from your position to this place?

Mr. CAINE. I was so by direct order of the President.

Mr. HEMENWAY. In other words, he suspended the civil-service rules?

Mr. CAINE. Yes, sir.

Mr. LIVINGSTON. What is the amount of your bond?

Mr. CAINE. Fifty thousand dollars. I pay \$100, which is half of 1 per cent.

Colonel CLAY. This matter of appropriating in this manner directly

for the disbursing clerk instead of in a roundabout manner of so much additional clerk's salary has been a matter presented to your subcommittee a number of times. On one or two occasions we have been told to let it go as it was that session and to bring it up the next session. Do you want to hear anything more in regard to these places? It makes no change in the number of employees appropriated for, but it makes an increase of \$900, because we ask for one \$900 clerk additional. That the Attorney-General wants for the librarian's assistant. The library has become such a large concern that is provided to help him.

Mr. HEMENWAY. You increase from \$179,080 to \$186,610. Is that all increase of salary except the \$900 position? Am I right about that?

Colonel CLAY. That is all increase of salary, but some we never got. That \$500 for the Solicitor-General is because he is put at the old statute. We would get \$3,000 for the disbursing clerk and we will get \$900 for the one increased copyist.

Mr. HEMENWAY. I do not understand you. You ask for \$7,530 increase?

Colonel CLAY. Seven thousand five hundred dollars is made up by \$500 for the Solicitor-General, \$250 private secretary, \$200 additional to one clerk of class four as a bookkeeper; then the disbursing clerk \$3,000, appointment clerk \$2,100, and an additional copyist \$900.

Mr. HEMENWAY. Then you do ask for a lot of new places?

Colonel CLAY. We drop four clerks of class one and we drop one stenographic clerk at \$1,600.

Mr. GLOVER. I would like to say under this new arrangement providing for the accounting division as such it gives clerks in that accounting division an average salary of \$1,426.08. That is the average salary. It is a little less than the corresponding salaries of clerks in the auditor's office doing the same work—work on the same class of accounts exactly.

#### CONTINGENT EXPENSES.

Mr. BINGHAM. You ask \$2,000, as against an appropriation of \$750 this year, for furniture and repairs. You overdrew on furniture last year, I guess, because I see you have a deficiency of \$3,000?

Colonel CLAY. We had \$3,750 last year.

Mr. BINGHAM. Will not that exhaust the necessity?

Colonel CLAY. Oh, no.

Mr. BINGHAM. Why do you make an increase in the \$750?

Colonel CLAY. Because the \$750 is merely the sum that has been appropriated year by year right along, and every year we have to get a deficiency more or less. When we left our old building in 1899 and went into the rented quarters there was a great lot of stuff that had been worn out, furniture, carpets, and everything else, and we have been gradually, from year to year, replacing them by decent material, and it has taken a good deal more money in proportion to accommodate the department than it did, because in the old building we rammed together a whole lot of people in a room, and one carpet sufficed for them, whereas now we have got rooms in which we only put a legitimate number, and we have got two or two and a half times as many rooms to

take care of as we had before, and the force has increased. The condition of the appropriation at the present moment is, we have expended the whole \$750 and we have now \$340 worth of outstanding bills.

Mr. BINGHAM. For the six months?

Colonel CLAY. Yes.

Mr. BINGHAM. Did it all go into furniture?

Colonel CLAY. Yes; the entire thing.

Mr. BINGHAM. One would think the building would be furnished in time?

Colonel CLAY. The carpeting has to be purchased out of repairs to furniture, and we used to buy it out of miscellaneous.

Mr. HEMENWAY. What did you do with the \$3,000?

Colonel CLAY. We had another new division, too. We have rented the Lowry Building, and that had to be furnished right out, and we started the Insular and Territorial Division, and that of course had to be provided for and rooms carpeted and everything furnished for them. As chief clerk I am using the same desk I had when I went there in 1883. It was said to be then an old desk.

Mr. BINGHAM. If you can do that as chief clerk, could not some of the other gentlemen?

Colonel CLAY. The difficulty is the other fellows will not put up with what I do. We are now in five different places. The library is in the old Corcoran art building. Mr. Pradt is at No. 8 Lafayette square. We are in the Baltic Building, which has itself 44 or more rooms. Then there is the Lowry mansion adjoining, and we have a suite of rooms in the Bond Building, where the Indian Depredations are located.

Mr. HEMENWAY. When you get the new building you will have to throw all this stuff away?

Mr. BINGHAM. In regard to books for law library. Do you use all that?

Colonel CLAY. We use all of it.

Mr. BINGHAM. For stationery I see you lift it \$800?

Colonel CLAY. We estimate just in regard to the needs of the Department. Two thousand six hundred and fifty dollars was appropriated last year, and we expended \$2,290, with \$340 still on our desk, so only about \$19 was left.

Mr. BINGHAM. Will your miscellaneous expenditures lift \$3,000 this year?

Colonel CLAY. We had \$7,500 last year and we got a deficiency of \$2,000.

Mr. BINGHAM. You can not live down to the limitations of your appropriation?

Colonel CLAY. You remember the Department is not down to the limitations of twenty or ten years ago in the amount of business that is done.

Mr. HEMENWAY. You used to get along with \$6,400?

Colonel CLAY. And a deficiency.

Mr. HEMENWAY. In 1894, 1895, 1896, and 1897 you had no deficiency?

Colonel CLAY. For 1897, it is true. We got \$6,400, but we got a deficiency of \$2,500.

Mr. HEMENWAY. But in 1894, 1895, and 1896?

Colonel CLAY. That is way back in the days of the Cleveland

Administration and most anything did for them. We were trying to live up to the policy of the administration of economy or reform.

Mr. BINGHAM. Transportation is increased by \$500.

Colonel CLAY. Three thousand dollars was sufficient in 1902, but that increase was put in there because we will probably have to buy a new wagon, and possibly two wagons.

Mr. BINGHAM. You have to have a new wagon?

Colonel CLAY. Very probably, as our old mail wagon is about worn out.

Mr. BINGHAM. Then you want the increase for a new wagon?

Colonel CLAY. Yes, sir.

#### LIBRARIES FOR CIRCUIT COURTS.

Mr. GLOVER. There is one matter I would like to call attention to, which is the expenses of the United States circuit court of appeals, and that is in regard to the item for the purchase of law books for the nine libraries for the United States circuit court of appeals. There is an appropriation this year of \$9,000 which is being expended under the control of my division, and I think the appropriation ought to be changed for the next year in this way, that it ought to be available not only for the purchase of law books but for the rebinding of books now forming part of the several libraries.

Mr. LIVINGSTON. You want the verbiage changed but not the amount of money?

Mr. GLOVER. Not the amount of money. Just how much will be needed for this purpose this year I do not know. We are now buying these books out of the appropriation for 1903, which will be wholly expended and the demand will not be supplied. There will be some appropriation needed, doubtless, and especially will there be needed for rebinding in the library, as there is no appropriation that can be applied for that purpose.

Mr. LIVINGSTON. You have made no estimate for it?

Mr. GLOVER. So that I suggest right at the close, just before the amount, you add, "and for the rebinding of books now forming part of said libraries."

#### CHOCTAW AND CHICKASAW CITIZENSHIP COURT.

Mr. BINGHAM. In regard to the item for the Choctaw and Chickasaw citizenship court, has there been any decision as to whether they are under a permanent appropriation or come in the annual appropriation bills of Congress?

Mr. KENNARD. Do you mean whether it should be appropriated without year; is that what you mean?

Mr. BINGHAM. Yes.

Mr. KENNARD. The fact that there was an appropriation for the salaries for the current year specifically seems to imply an annual appropriation, and I think it is so considered by the Treasury.

Mr. BINGHAM. It might be well to make inquiry of the Treasury if, under that statute, they are carrying it as one of the indefinite permanent appropriations and let us know.

Mr. KENNARD. Yes, sir; I will do so. (See page —.)

## OFFICE OF THE SOLICITOR OF THE TREASURY.

## STATEMENT OF M. D. O'CONNELL, SOLICITOR.

Mr. O'CONNELL. I have recommended in my report to the Attorney-General an increase in the salary of a couple of clerks in my office, and I would like to say a word.

Mr. HEMENWAY. The Attorney-General does not submit the increase in the estimates?

Mr. O'CONNELL. The Attorney-General was away when the estimates were made up and I sent a letter to him, a copy of which I will leave with the committee, and he has referred to it on page 22 of his report. He says:

The report of the Solicitor of the Treasury (Exhibit H) shows the amount, character, and results of litigation conducted under his direction for the fiscal year ending June 30, 1902. The whole number of suits decided or otherwise disposed of during the year was 4,848, and the amount of judgments obtained \$497,892.03. The Solicitor renews his recommendation that section 773, Revised Statutes, be amended so as to require United States attorneys to forward the annual report sent to his office on the 1st day of September in each year instead of October. He also recommends that the status of the force in his office be changed by providing for two docket clerks at \$2,000 each and reducing the number of \$1,800 and \$1,600 clerks one each. I approve both these recommendations.

Mr. O'CONNELL. This is the only thing I have asked of the committee in the five years I have been the Solicitor of the Treasury, and I want to give you, briefly, the reason why I do it. To begin with, there is a force of 16 people.

Mr. HEMENWAY. Let me understand that.

Mr. O'CONNELL. I want to change two \$1,800 clerks to \$2,000 and one \$1,600 clerk to \$1,800.

Mr. BINGHAM. You want to increase the salary of two clerks to \$2,000?

Mr. O'CONNELL. Yes, sir; I want two clerks at \$2,000 who are now getting \$1,800, and I want to increase one clerk from \$1,600 to \$1,800.

Mr. TAYLOR. You are going to call them both "docket clerks?"

Mr. O'CONNELL. Yes, sir.

Mr. BINGHAM. What do you want to do in class 3?

Mr. O'CONNELL. I want to reduce it one.

Mr. HEMENWAY. You now have four clerks of class 4?

Mr. O'CONNELL. Yes, sir.

Mr. O'CONNELL. If you take away two \$1,800 clerks you will only have two?

Mr. O'CONNELL. I want to reduce the \$1,600 class one and increase one man to class 4. I do not ask any increase in the force at all.

Mr. BINGHAM. In fact, you only ask for how much increase?

Mr. O'CONNELL. Six hundred dollars.

Mr. TAYLOR. That is intended for promotions?

Mr. O'CONNELL. Yes, sir; I will only take a few moments of your time, for I know how precious it is. There were commenced last year under the direction of my Bureau 3,340 cases. Of those cases 2,225 were decided in favor of the United States and 17 against us. Of course these cases were all brought by United States attorneys, as I need not tell you, gentlemen, but the attorneys come to us for direc-

tions and briefs when in doubt as to what to do. These men are the docket clerks. One of them is Mr. Bendz. He is a Dane. He has no Congressman to come and speak for him, because he has no acquaintance. He has been thirty years in the service, getting \$1,800 all the time, and while the business and responsibilities have grown, his salary has remained unchanged. In my report I say:

Mr. Waldemar E. Bendz has faithfully and ably done this work for thirty years, and while the business and responsibilities have grown, his salary has remained unchanged. He is frequently confronted with difficult questions of law, and rarely a day passes that he does not have an important matter to consider. If he were paid \$2,500 a year the Government would still be his debtor.

Then there is Mr. Murphy, who has charge of another class of cases. Every one of the cases is docketed, and the instructions go out of our office to various attorneys. In my report I say:

Mr. Thomas I. Murphy, the other \$1,800 clerk, has like charge and supervision of all suits against defaulting postmasters, mail contractors, and other defaulting public officers. He has held his present position (and same salary) more than twenty years. Everything I have said in relation to Mr. Bendz's capacity and faithfulness I wish to and do say of Mr. Murphy.

When you consider that nearly 5,000 suits were disposed of during the last fiscal year and that 3,340 new suits were commenced; that the dockets kept by these clerks show the history of each case, and that innumerable letters are written to United States attorneys and others in relation to the litigation, you will appreciate the fact that these men are not working in a "treadmill," but are constantly dealing with difficult questions and are occupying responsible positions for which they are inadequately paid.

That is the situation in regard to these two men. The other man occupies the position of private secretary, and he is a remarkable man. He is a graduate of law. He is from your city, by the way, Mr. Bingham, Philadelphia. He has been in the office since 1883. He was Colonel Hepburn's secretary, but he studied and graduated at law and to-day he is working on a brief. Here is the case. Mr. Murphy is to-day working on a brief. I discovered yesterday, when I was returning from church, that in a case in which we brought a suit against a disbursing officer of the Department of Justice, and in which, while I was out in Iowa during the campaign, they got a judgment, that to-morrow they are going to make a motion in arrest of judgment. The bond was \$10,000, and I have two of these very men to-day making a brief in this case so that I may have it to assist the attorney of the Government in the court. We do just that kind of work. We can not always rely upon the district attorneys because, no matter how good attorneys they are—I have been district attorney myself—they are not always alert.

Mr. BINGHAM. I see that since 1893 Congress as a rule has followed the recommendations of your office, and we will make your statement a part of our minutes. I think your remarks cover the ground.

Mr. O'CONNELL. I want to say one word in concluding; that is all. The matter is somewhat a matter of comparison. In the office of the Comptroller there are six \$2,100 law clerks, another one at \$2,100, another at \$2,500; and in the division of appointments there is a law clerk with \$2,000, and still when they have a question of law they send it down to us, a difficult question that they can not handle, and these are the men that I have look up the matters. Of course I do not do all the work; I need not say that to the committee; I could not.



The letter submitted by Mr. O'Connell follows:

DEPARTMENT OF JUSTICE,  
OFFICE OF THE SOLICITOR OF THE TREASURY,  
*Washington, D. C., September 29, 1902.*

SIR: There is urgent necessity for the increase of the salaries of at least three clerks in this office. At least justice and fairness demand it.

In my last and several previous annual reports I recommended that the salaries of these faithful clerks be increased, and now I wish to again most strongly urge that they each be given \$200 more per annum than they are now receiving.

These clerks have been employed in this Bureau a great many years and their experience is very valuable.

One of them has charge of all suits growing out of customs matters, defaulting contractors (except mail), etc., and besides keeps the dockets of these and miscellaneous suits in which the United States is interested, requiring many thousands of entries each year.

Another of these clerks has charge of all suits against defaulting postmasters, mail contractors, and other defaulting public officers, and also keeps complete dockets of such cases.

These clerks, besides writing the many routine letters required in the conduct of these suits, are also constantly confronted with difficult legal questions in their work, and a knowledge of the law is required in the places they fill. Their present salary is \$1,800 each.

The third clerk referred to is paid but \$1,600 a year, and for the work he is doing that amount is very inadequate. He has for many years acted as private secretary to the Solicitor, and besides the ordinary work of such a position is called upon to investigate legal questions and assist in preparing many of the opinions given by the Solicitor.

All of these men are well versed in the law, and two of them are graduates in law and are doing the work of lawyers and are dealing with important questions in cases involving large amounts. Law clerks in the various departments receive salaries ranging from \$2,000 to \$3,000, and I feel justified in earnestly urging that the next appropriation for this Bureau provide for two "docket clerks," at \$2,000 each, and reduce the number of \$1,800 and \$1,600 clerks one each. This will be a total increase of only \$600.

The three clerks to be affected by such an increase of salary are diligent, faithful, capable, and in every way deserving, and are very inadequately compensated for exceedingly valuable services.

Hoping that you will strongly urge this matter upon Congress, I have the honor to be,

Very respectfully,

MAURICE D. O'CONNELL,  
*Solicitor.*

Hon. PHILANDER C. KNOX,  
*Attorney-General of the United States.*

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[Extract from the Report of the Solicitor of the Treasury, 1902.]

Under date of September 29 of this year I submitted reasons why the salaries of three clerks in this office should be increased. Two of them are fourth-class and one a third-class clerk. One of the \$1,800 clerks has charge of all suits growing out of customs matters, defaulting contractors (excepting mail contractors), etc. Mr.

Waldemar E. Bendz has faithfully and ably done this work for thirty years, and while the business and responsibilities have grown his salary has remained unchanged. He is frequently confronted with difficult questions of law, and rarely a day passes that he does not have an important matter to consider. If he were paid \$2,500 a year the Government would still be his debtor.

Mr. Thomas I. Murphy, the other \$1,800 clerk, has like charge and supervision of all suits against defaulting postmasters, mail contractors, and other defaulting public officers. He has held his present position (and same salary) more than twenty years. Everything I have said in relation to Mr. Bendz's capacity and faithfulness I wish to and do say of Mr. Murphy.

When you consider that nearly 5,000 suits were disposed of during the last fiscal year, and that 3,340 new suits were commenced, and that the dockets kept by these clerks show the history of each case, and that innumerable letters are written to United States attorneys and others in relation to the litigation, you will appreciate the fact that these men are not working in a "treadmill," but are constantly dealing with difficult questions, and are occupying responsible positions for which they are inadequately paid.

The \$1,600 clerk for whom I ask an increase in salary, has for many years acted as private secretary to the Solicitor, to the great satisfaction of the present Solicitor and his predecessor. He is a graduate of the law department of the National University, and I have found his services of great value in the legal work of the office, especially in the assistance he has rendered in making briefs, abstracts, etc. It would hardly be possible to find a man better adapted to the work or capable of doing it more thoroughly.

Law clerks in the various departments receive salaries ranging from \$2,000 to \$3,000. Yet in this office law clerks engaged in difficult and complicated work are paid only \$1,600 and \$1,800. There ought to be some "leveling" done, and I believe it should be done by giving the above-mentioned clerks an increase of \$200 each in their salaries.

I sincerely hope you will feel justified in recommending what I here earnestly urge, viz, that this Bureau have two docket clerks at \$2,000 and reduce the number of \$1,800 and \$1,600 clerks one each.

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[Extract from the Attorney-General's Report, 1902.]

The Solicitor renews his recommendation that section 773 of the Revised Statutes be amended so as to require United States attorneys to forward the annual report sent to his office on the 1st day of September in each year, instead of October.

He also recommends that the status of the force in his office be changed by providing for two docket clerks at \$2,000 each, and reducing the number of \$1,800 and \$1,600 clerks one each.

I approve both of these recommendations.

#### APPROPRIATION FOR OFFICE OF THE SOLICITOR OF THE TREASURY, AS RECOMMENDED.

[Under "Department of Justice."]

Office of the Solicitor of the Treasury: For Solicitor of the Treasury, \$4,500; assistant solicitor, \$3,000; chief clerk, \$2,000; law clerk, \$2,000; two docket clerks, at \$2,000 each; three clerks of class 4, two clerks of class 3, three clerks of class 2, one assistant messenger, and one laborer; in all, \$29,680.

For law books for office of the Solicitor of the Treasury, \$——.

For stationery for office of the Solicitor of the Treasury, \$150.

Salaries paid to docket and law clerks in the Attorney-General's Office: S. B. Sheibley, attorney in charge of dockets, \$2,500; Wm. J. Hughes, law clerk, \$2,500; David D. Caldwell, law clerk, \$2,000; James A. Finch, law clerk, \$2,000; J. S. Easby-Smith, attorney in charge of pardons, \$2,400.

#### LAW CLERKS IN THE TREASURY DEPARTMENT.

Customs division: McNabb, \$2,000; Montgomery, \$2,000. Three others provided for in last appropriation act, at \$2,000 each.

Division of appointments: Bond, law and bond clerk, \$2,000.

Comptroller of Treasury: Thompson, chief law clerk, \$2,500; Kilgore, law clerk, \$2,100; Gun, law clerk, \$2,100; Hendricks, law clerk, \$2,100; Myers, law clerk, \$2,100; Perry, law clerk, \$2,100.

Auditor for the Treasury Department: Roberts, law clerk, \$2,000.

Auditor for the War Department: Kern, law clerk, \$2,000; Eldredge, law clerk, \$2,000.

Auditor for the Interior Department: Stetson, law clerk, \$2,000.

Auditor for the Navy Department: French, law clerk, \$2,000.

Auditor for State and other Departments: Scott, law clerk, \$2,000.

Auditor for the Post-Office Department: Fenton, \$2,000.

Office of the Supervising Architect: Wetmore, chief law and records, \$2,750.

## STATE, WAR, AND NAVY BUILDING.

### STATEMENT OF COMMANDER G. W. BAIRD.

Mr. BINGHAM. In the State, War, and Navy building item, in lieu of one clerk of class 3 you ask for three clerks?

Commander BAIRD. No, sir; I do not ask any increase of clerks. I ask an increase of pay for the chief clerk.

Mr. BINGHAM. Is your chief clerk of class 3?

Commander BAIRD. I do not know how he is classified.

Mr. BINGHAM. Your clerk of class 1, now receiving \$1,200, you want increased to \$1,500. What is that clerk?

Commander BAIRD. He is the chief clerk of my office and is also disbursing clerk and handles the accounts and money, and when that clerk was originally appointed the building was only partly completed, the south and east wings. I do not know whether it was the intention to increase his pay afterwards or not, but the personnel of my office has more than doubled, in fact it has nearly trebled, since that time. He is a man with a war record.

Mr. BINGHAM. Right in that connection, what is your subordinate force, over 100?

Commander BAIRD. Yes, sir; say 220 people.

Mr. BINGHAM. Your division has 220 people?

Commander BAIRD. I think I should estimate it at that.

Mr. BINGHAM. Your chief engineer receives \$1,200, and you want to lift him to \$1,400?

Commander BAIRD. I will tell you why. He in the same way came in there when we only had the wings of the building built. The other engineers, for similar service in other departments, are receiving more salary. For example, when they want a chief engineer in any department, why, they will come to one of my assistants and give him more pay and take him away; and so it is difficult for me to keep a good man.

Mr. BINGHAM. You want the pay of the captain of the watch lifted?

Commander BAIRD. I want him raised to be uniform with the chief clerk and chief engineer.

Mr. BINGHAM. How about the two machinists?

Commander BAIRD. I want to tell you about the machinists. When the Spanish war began, every department—the War, Navy, and State, and everything else—seemed to be increased except my force. I come in touch with all of them. I did not ask any increase, as I thought the war would be temporary; so the Secretary of War gave me two machinists and paid for them out of the emergency appropriation, and I have those now, and he also gave me one laborer. Now, instead of the work diminishing, it seems to me it is increasing; so

when he was diminishing the force in the War Department I asked him to let me have those men and transfer them over, and I would explain it to the committee, which he has done. They have always worked in my gang.

Mr. BINGHAM. You have those two men now?

Commander BAIRD. Yes, sir; since 1898.

Mr. BINGHAM. They are carried on the roll—

Commander BAIRD. They are carried on the roll of the War Department.

Mr. BINGHAM. If we give them to you we want to decrease the War Department?

Commander BAIRD. They will pass from the War Department roll to mine.

Mr. BINGHAM. You ask that 4 skilled laborers be lifted to \$840. What do the skilled laborers do?

Commander BAIRD. They are good mechanics, and, in fact, very good.

Mr. BINGHAM. Are they metal mechanics?

Commander BAIRD. One fellow is a good carpenter, another is a machinist, another is a bricklayer, and another is a painter, and they are all good mechanics. It is just like this: The other departments come and get them away, and they go where they can give them higher salaries. And I have to go to the civil service and have the trouble of getting good men, and have to turn down three or four before I can get one.

Mr. BINGHAM. Do the other departments pay laborers of that kind \$840?

Commander BAIRD. They will get them transferred and promoted.

Mr. BINGHAM. They take them from you?

Commander BAIRD. Yes, sir.

Mr. BINGHAM. You want 19 laborers, including 1 by transfer, and we can make a reduction in the War Department of that 1 and give him to you, taking him off the War Department's roll?

Commander BAIRD. Yes, sir; that is understood.

Mr. BINGHAM. You want 4 forewomen for charwomen, at \$300 each; is that an increase?

Commander BAIRD. These women have to keep accounts and have to control the other women in a way. Down in the Treasury they have a woman who is rated as a laborer at \$55. I did not believe in that, and I believe in calling them what they are.

Mr. BINGHAM. I suppose you have a forewoman for each floor?

Commander BAIRD. For each wing.

Mr. BINGHAM. You ask for 4 additional charwomen?

Commander BAIRD. No; we do not ask any additional, but I only want those 4 increased to make a distinction between them and the others.

Mr. BINGHAM. You increase in fuel, light, repairs, etc., \$6,000; why so much?

Commander BAIRD. I have figured over that to-day. I said at first 25 per cent, but it comes really to 15 per cent. I took the price of the coal at the mines and added the freight to that and then figured on what the miners demand, 20 per cent increase of pay and 20 per cent less time, and I figure it here—supposing we buy the same amount we did last year, it will come to \$42,084.50, which is a little less than

I have got it there. It does not look so desperate now as when I made that out.

Mr. BINGHAM. Do you make the contract at the mines for your coal?

Commander BAIRD. The mines really contract on our coal. We issue our tenders and we get bids, but a local dealer always gets it. They always bid on it, and they get assurances from the mines.

Mr. BINGHAM. It generally goes to a local man here?

Commander BAIRD. Yes, sir.

Mr. BINGHAM. Is there anything else?

Commander BAIRD. No, sir.

## CIVIL SERVICE COMMISSION.

UNITED STATES CIVIL SERVICE COMMISSION,  
Washington, D. C., December 9, 1902.

Mr. JAMES C. COURTS,

*Clerk Committee on Appropriations,  
House of Representatives.*

SIR: This Commission is in receipt of your communication of December 8, stating that you are directed by the subcommittee in charge of the legislative, executive, and judicial appropriation bill to request "a statement showing the number of clerks or other employees now on detail to the Civil Service Commission, the amount of compensation received by each, and the bureau or office and Department from whence they are detailed to the Commission."

In response, there is inclosed herewith a statement giving the information requested.

Very respectfully,

JOHN R. PROCTER,  
*President.*

*Statement showing the number of persons detailed to the United States Civil Service Commission, their salaries, and the department and office from which detailed, December 8, 1902.*

Department and office.	Salary.	Number.	Total from each department.
<b>Agriculture:</b>			
Animal Industry.....	\$840.00	1	} 15; \$14,760.
Do.....	1,200.00	1	
Forestry.....	1,200.00	2	
Do.....	840.00	1	
Do.....	720.00	3	
Plant Industry.....	1,000.00	1	
Statistics.....	1,200.00	1	
Weather Bureau.....	1,400.00	1	
Do.....	1,200.00	1	
Do.....	840.00	1	
Vacancies.....	840.00	2	
<b>Government Printing Office:</b>			
Per diem.....	4.68 a 2.50 a 2.00	2 12 1	} 15; \$41.36 per diem.
<b>Interior:</b>			
Census.....	1,200.00	1	} 14; \$14,700.
Do.....	1,000.00	2	
Pension.....	1,400.00	2	
Do.....	1,200.00	1	
Do.....	1,000.00	3	
Do.....	900.00	5	
<b>Navy—Secretary's.....</b>	1,200.00	1	1: \$1,200

a Skilled laborers.

Statement showing the number of persons detailed to the United States Civil Service Commission, etc.—Continued.

Department and office.	Salary.	Number.	Total from each department.
Post-Office:			
Railway Mail.....	1,200.00	1	12; \$11,400.
Do.....	1,000.00	1	
Do.....	800.00	3	
Rural Free Delivery.....	1,200.00	1	
Do.....	1,000.00	2	
Do.....	900.00	4	
War:			
Insular Affairs.....	1,200.00	1	3; \$2,640.
Secretary's.....	840.00	1	
Surgeon-General.....	a 600.00	1	
Treasury:			
Auditor Interior Department.....	1,600.00	1	19; \$19,051
Auditor Post-Office Department.....	1,200.00	1	
Do.....	900.00	1	
Internal Revenue.....	1,400.00	1	
Supervising Architect.....	1,400.00	1	
Bureau Engraving and Printing.....	1,200.00	1	
Do.....	b 939.00	9	
Do.....	b 840.00	1	
Do.....	c 700.00	2	
Do.....	d 660.00	1	

a Contract surgeon, detailed for three hours daily.

b Minor clerks.

c Operatives.

d Laborer.

*Summary by classes and salaries paid.*

	Salary.	Number.
Class 3.....	\$1,600.00	1
2.....	a 4.68	2
2.....	1,400.00	5
1.....	1,200.00	13
E.....	1,000.00	9
D.....	939.00	9
D.....	900.00	10
C.....	840.00	7
B.....	800.00	3
B.....	720.00	3
B.....	a 2.50	12
A.....	700.00	2
A.....	660.00	1
A.....	a 2.00	1
A.....	600.00	1
Total salaries and details.....	76,426.68	79

a Per diem.

NOTE.—The two vacancies at \$840 mentioned under the Department of Agriculture are two for which selection is made from the eligible registers by the Commission, but the persons selected have not yet reported.

TUESDAY, December 9, 1902.

## MINT AT NEW ORLEANS, LA.

### STATEMENT OF MR. GEORGE E. ROBERTS, DIRECTOR OF THE MINT.

Mr. BINGHAM. We will hear you, Mr. Director, on the subject of the New Orleans mint.

Mr. ROBERTS. Well, gentlemen, the situation in the mint service, briefly stated, is that our coinage facilities have been increasing until, looking forward to the opening of the Denver mint, which now is

nearing completion, I can see difficulty in keeping them all employed advantageously. We have within the last year moved into the new mint at Philadelphia, which is a magnificent establishment, undoubtedly the finest coinage mint in the world, which could very comfortably do the entire coinage of the country itself.

We have at San Francisco a fine mint, which I suppose with some additions to its equipment could do the entire coinage of the country. We have a mint under construction at Denver for which \$800,000 has been appropriated and for which we shall have to ask you for an appropriation for equipment probably of \$150,000 or \$200,000. That will be opened in the course of a year and a half or so. Now, with these provisions for coinage and this increase in the facilities and capacity for coinage in view, on the other hand the amount of work to be done seems likely to decrease. We are now required to coin one and a half million silver dollars per month from the bullion purchased under the act of July 14, 1890. That bullion will be exhausted in the course of the next year, and the silver-dollar coinage will come to an end.

Now, the silver-dollar coinage of last year was equal to the entire capacity of the New Orleans mint, so we have on the one hand more than double capacity in the Philadelphia mint than we have had heretofore, and we have a new mint at Denver coming on to be supplied with work in some way, and we have an amount of coinage equal to the capacity of the New Orleans mint about to be dropped. Now, the Denver mint will cut off a large portion of the gold supply that now goes to Philadelphia, we presume. The gold from Colorado and along the Rocky Mountain chain now goes to Philadelphia for coinage, and I presume it will largely go to Denver when that mint is opened. Now, if we are going to keep the mint at New Orleans running, we must still further reduce the amount of work to be done at Philadelphia in order to supply New Orleans, and even then I do not see how we can economically provide very much for it to do.

The organization of a mint is somewhat elaborately designed, so as to provide a system of checks upon the various officers. For example, every mint is organized under four officials appointed by the President—a superintendent, an assayer, a melter and refiner, and a coiner. Each of those departments are in a sense independent; each man gives his bond and is responsible for the metal under his charge. When a deposit of bullion is made, it is received by the superintendent or weigh clerk representing the superintendent, is weighed by him, chips taken and passed over to the assayer, who is appointed by the President and a bonded official. He determines the fineness of the bullion, and has his own assistants, who make their calculations of the value and keep a record of that. He returns his certificate of the fineness of the bullion to the superintendent, and the distributing clerk makes a calculation of the value. He passes on his certificate to the warrant clerk, who draws a warrant, and the warrant goes back to the assayer's office for signature, and finally to the superintendent, where it is paid.

Now, that is the general organization. Then the bullion is passed over to the melter and refiner, who gives a receipt to the superintendent and prepares it for coinage, and then he passes it to the coiner, who gives his receipt to the melter and refiner, and he proceeds to convert it into coin, afterwards passing it back to the superintendent, who gives his receipt to the coiner. That is the system, and it is quite an

elaborate system, and when you have such an organization you can not reduce more than about so far. Of course the force of people in the mint are supposed to be a carefully selected force and they can not find employment in that occupation elsewhere. We can not very well cut the force down by dismissing people a part of the year and employing them again, but it is necessary to keep them the year round, and I am at a loss to see how we can continue the mint service and keep all these mints going. So the question arose where should we cut off.

Now, it seems to me that for a permanent establishment the three mints—one at San Francisco, which receives the bullion produced on the Pacific coast and which is imported on the Pacific coast—is desirable; then another in the center of the country, at Denver, and one near the Eastern coast, Philadelphia. Philadelphia receives the bullion that comes in at the port of New York—all the imports of gold—and is conveniently located to the capital here and the centers of population, and the subtreasuries in New York, Baltimore, and so on; so it seems to me the most satisfactory permanent arrangement that can be provided would consist in the three mints of Philadelphia, Denver, and San Francisco.

The mint at New Orleans was established in 1835, when the only gold production in this country was from Georgia, along the South Appalachian chain, when New Orleans was the great entry port of the Mississippi Valley. That accounts for its establishment at that time. Now it is not convenient to any source of supply. No bullion would go there of its own motion; nobody deposits any considerable amount. There is a little bullion coming in there from Central America and from Honduras, but aside from that there is none; so if we are to run it upon gold bullion we have to ship bullion there at the Government's expense and then ship the coin away, while bullion will come to Philadelphia and Denver and San Francisco at the hands of the depositors.

It is the general tendency of all countries to reduce the number of mints; in fact, as a rule, they are reducing it to one mint. There are various reasons aside from economy of operation in favor of it. One is you are more absolutely certain to get uniformity in the coin if it is all made in one institution. We undertook to cover that with reasonable accuracy by having all dies made at the Philadelphia mint, but still experts claim they can tell the difference between New Orleans coin and Philadelphia coin, and every variation that occurs makes it more difficult to immediately determine counterfeits.

Mr. LIVINGSTON. You say practically San Francisco could do the minting of this country and Philadelphia could do it. Why not stop that mint at Denver right where it is?

Mr. ROBERTS. I have not undertaken to accomplish the impossible. I will not say it would not have been better not to have established the mint at Denver. I was not Director of the Mint when that proposition was before the Bureau, and it is provided, and as between Denver and New Orleans, I should say Denver was the better location permanently.

Mr. LIVINGSTON. You said also that it was the purpose of all countries to concentrate their mintage at one place. Now, the necessity for that in this country is growing more and more every year. That being the case, we might as well stop the expense now and leave that Denver mint just where it is and dispose of the material as best we can. What is the use of going any further?



Mr. ROBERTS. I submit the facts to the committee; of course they are the arbitrators, I simply desire to acquaint the committee with the situation and pass the responsibility on to Congress.

Mr. TAYLOR. Do you consider two mints, one at San Francisco and one at Philadelphia, are fully sufficient?

Mr. ROBERTS. They are ample to execute the coinage.

Mr. TAYLOR. You would consider it advisable to have one on the western coast and one on the eastern coast?

Mr. ROBERTS. Yes, sir.

Mr. TAYLOR. Especially with the present disposition to open up trade with the Orient?

Mr. ROBERTS. Yes.

Mr. HEMENWAY. What is the difference in the cost of coinage at the New Orleans mint and at the Philadelphia mint, including transportation to and from each mint?

Mr. ROBERTS. Well, it is difficult to arrive at the exact cost of coinage. The cost of coinage at Philadelphia is larger than it would be if we ran it at its full capacity. We could use a few men in every department and do the work per piece for very much less. Then Philadelphia does a great deal of work that is not done at the other mints. For instance, we make all the dies at Philadelphia for all the mints, and they do the minor coinage at Philadelphia entirely. All of our nickels and pennies are made at Philadelphia, so when you come to charge up the total output at Philadelphia against either the value of the coinage or the number of pieces you can not make an accurate comparison between the two. The cost of the coinage, however, is undoubtedly less at Philadelphia than at New Orleans. However, New Orleans, if it was doing the same volume of business—I do not maintain New Orleans is a more expensive place to conduct coinage than Philadelphia.

Mr. HEMENWAY. It is a fact you have not the coinage to give to New Orleans, and you have to ship bullion there and ship the coin away?

Mr. ROBERTS. That is the objection to it. We have paid \$135,000 since I have been Director of the Mint in transportation charges on bullion shipped out of the vaults of the Philadelphia mint to keep the New Orleans mint running.

Mr. BINGHAM. Is your Philadelphia mint in capacity ample for the coinage of the country?

Mr. ROBERTS. They could do it all there. I, however, have not presented that proposition.

Mr. BINGHAM. I suppose your statistics show about what is the amount of silver dollars in circulation?

Mr. ROBERTS. Why, the amount of silver dollars outstanding is something like seventy-two or seventy-three million dollars at this time.

Mr. BINGHAM. In circulation?

Mr. ROBERTS. Yes.

Mr. BINGHAM. What amount of silver dollars are in storage in the Treasury and in the mints?

Mr. ROBERTS. The total amount, I think, is about \$550,000,000, including what is in circulation.

Mr. LIVINGSTON. I would like for you to explain what you mean by silver dollars. Do you mean the dollar or its representative?

Mr. ROBERTS. I mean the dollar itself.

Mr. BINGHAM. I am speaking of the dollars in coin.

Mr. LIVINGSTON. Most of them are not in circulation, but the paper dollar is in lieu of them. Is that what you mean?

Mr. ROBERTS. When I spoke of the amount outstanding in circulation I meant the dollar pieces, some seventy millions.

Mr. BINGHAM. How much of silver bullion under the law have we that can be coined into silver dollars?

Mr. ROBERTS. We had 33,000,000 ounces at the beginning of this fiscal year. We coined last year between nineteen and twenty million ounces, so at the end of the present fiscal year, if we use as much as we did the last fiscal year, there will be remaining about 13,000,000 ounces.

Mr. BINGHAM. That can be coined under the law?

Mr. ROBERTS. To be coined during the year beginning July 1 next, for which you are now making appropriation; so we can not coin the same number of dollars for this next year as we have coined in the past. We must cut off somewhere.

Mr. LITTAUER. The bullion will be exhausted?

Mr. BINGHAM. And under the law no more purchases of bullion can be made?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. To what extent do you recoin silver dollars?

Mr. ROBERTS. That is a point I am very glad to lay before the committee. There is no provision for it at all. We very frequently have a request or inquiry from somebody who has some silver dollars which have been injured by fire, warped, and so on, who wishes them redeemed; but there is no provision for anything of that kind at all, and there ought to be. Then, again, the silver dollars will become abraided in time. There are many of them in that condition now. They ought to be recoined, but there is no provision for it and we can not do it, because we can not do it without a loss, and the loss is not provided for and the superintendent will be short in his accounts if he recoins those abraided pieces. They will not make as much as the face value.

Mr. TAYLOR. The law provides for that in the subsidiary coins, but it does not in the coinage of the silver dollars?

Mr. ROBERTS. It does not, and these people feel abused. I have some sympathy with them at times.

Mr. LITTAUER. What particular use would there be in the recoinage of these silver dollars—simply to make them uniform with the others?

Mr. ROBERTS. They become abraided and not fit for circulation.

Mr. LITTAUER. How many would there be in the course of a year?

Mr. ROBERTS. Not very many; perhaps \$1,000.

Mr. LITTAUER. It is a matter of no great importance?

Mr. ROBERTS. As time elapses, of course, there will be more of them.

Mr. LITTAUER. Providing the circulation increases?

Mr. ROBERTS. Yes.

Mr. BINGHAM. Have you been able to determine whether your high condition of machinery, which I understand you now have in your new mint at Philadelphia—perhaps the best in the world—reduces expenses?

Mr. ROBERTS. It greatly increases the capacity of the institution, but we can not, as I explained a while ago, reduce the force more than about so far. We can do a great deal more work than we could before, but we have not got the work for them to do.

Mr. BINGHAM. Have you in recent years placed in the mint at New Orleans advanced machinery?

Mr. ROBERTS. We have added somewhat to the machinery down there.

Mr. LIVINGSTON. I think we may sum up your statement in this way: We have a mint at Philadelphia and have not got work enough for it, we have a mint at San Francisco and we have work enough for its capacity, and we have nothing to do at New Orleans unless at a very heavy expense in shipping back and forth.

Mr. ROBERTS. Yes, sir; that is it.

Mr. TAYLOR. I understood you to say you spent \$135,000 in transportation charges. In what length of time was that?

Mr. ROBERTS. In about four years.

Mr. TAYLOR. Is that the principal extra cost in the mint at New Orleans, or one of the extra costs?

Mr. ROBERTS. The extra cost is that it would cost more to run four than three mints.

Mr. TAYLOR. I want to arrive at what is the principal cost in New Orleans additional to any other mint; transportation is the principal cost?

Mr. ROBERTS. Yes.

Mr. MEYER. You say it cost \$135,000 in four years?

Mr. ROBERTS. Yes; but that does not represent the only saving by closing the mint at New Orleans, because we have an organization of a superintendent, who receives \$3,500; a melter and refiner, who receives \$3,000; a coiner, who receives \$3,000; a cashier, who receives \$2,000; a chief clerk, who receives \$2,000, and all the way right down this list of officials, and so on, while we could do that work by simply adding a few workmen in Philadelphia. That is the point.

Mr. LIVINGSTON. In other words, the assayer would be almost the whole cost?

Mr. ROBERTS. I want to submit a correction to that, because at the time that estimate was made I had supposed we might turn over all the money in the vaults there to the subtreasury, but I find that they can not receive it, so it will be necessary to maintain quite a corps of watchmen. I shall have to add an estimate for that. There is about \$28,000,000 in the vaults of the mint there.

Mr. LITTAUER. Silver dollars entirely?

Mr. ROBERTS. Yes, sir.

Mr. LITTAUER. Simply stored there?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. You say there are \$33,000,000 of bullion that under the law can be coined into silver dollars?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. Where is that bullion?

Mr. ROBERTS. In the mint at Philadelphia, and some at New Orleans, and a little at San Francisco.

Mr. BINGHAM. The bullion is there?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. Can you give the figures of how much is located in each place?

Mr. ROBERTS. I can not do that, but it is nearly all at Philadelphia.

Mr. BINGHAM. I wish you would send that to us.

Mr. ROBERTS. I will do that. We have been supplying the other mints from Philadelphia. The supply at the other places gave out some time ago, so we have to ship now from Philadelphia.

Mr. BINGHAM. Have you the figures there which give the respective output of your mints during the last fiscal year, in the number of pieces?

Mr. ROBERTS. Yes.

Mr. BINGHAM. I wish you would just give that to the stenographer. Now, General Meyer, have you any questions to ask the Director, because the committee will listen to you with great pleasure, and if you desire it taken down we will have it taken down, and if you do not desire to have it taken down the stenographer will not do so.

Mr. MEYER. I have no questions to ask of the Director, but I simply wish to make a few remarks in connection with the subject. I think the Director has covered probably everything pertaining to the case from his point of view. Now, I wish to say, while I do not intimate in the remotest degree that Director Roberts or his Bureau is influenced by sectional considerations, yet it strikes me as very singular that the only mint which is proposed to be abolished is the one at New Orleans, which is the only mint south of what is called "Mason and Dixon's line," and I can not believe that this step has been maturely weighed by the Treasury Department. Now, if it be true that the mint at Philadelphia is capable of performing all the coinage which the country requires, then, in the interest of economy and from a strictly business point of view, as it is claimed, and not regarding any other consideration of public policy, which we very often must have in view in determining these matters, every other mint should be abolished, and we should confine our coinage to a central mint; and if we are to have but one central mint I do not know that it ought to be located in Philadelphia. It seems to me in such a case it ought to be located near the center of population—Chicago, for instance—or some point in that radius. The policy of having one central mint, to which the Director refers as prevailing in Great Britain—

The CHAIRMAN. Do you think as you go along the center of population has any bearing to the output of mints?

Mr. MEYER. I simply advance it as a hypothesis. I do not say that I favor it for my part. I certainly would not favor the removal of the mint from Philadelphia, but say if it is to be the policy to have one central mint the establishment ought to be nearer the center of population, because the money can then be distributed with greater economy throughout the different sections of the country.

Mr. BINGHAM. The center of population is very different from the center of business?

Mr. MEYER. I do not say Chicago, necessarily. I saw it stated recently that some point in Indiana, where my distinguished friend Mr. Hemenway resides, is the center of population. But I contend the policy of having mints at different points, as they are now distributed, one in the East, one near the middle West, and one in the South, is a proper one, and while by abolishing some of these we might save a few dollars, or even many dollars, public policy and sentiment is against it. Now, as to the question of economy, with especial reference to the New Orleans mint, I maintain, from all the evidence that I could gather, that the coinage is much cheaper at New Orleans than

at any other of our mints. I asked the Director of the Mint this morning to give me the cost of the coinage at the different mints, but he informs me, sincerely, no doubt, that he did not regard that as giving accurate data; he did not regard it of much importance. I must say that I can not agree with him as to that. In the last reports made, for instance in the report for 1896 of the Director the Mint, I find that at Philadelphia the cost of minting, including minor coins, was \$45.48 per thousand.

Mr. ROBERTS. Why do you exclude the minor coins?

Mr. MEYER. Because at that time we did not coin minor coins at New Orleans.

Mr. ROBERTS. But you have charged up the cost of making the minor coins in the expense of minting at Philadelphia, and have not allowed for it at all.

Mr. MEYER. Now, at San Francisco, where, however, they coin gold almost exclusively, it costs \$30.05 per thousand, while at New Orleans the cost was \$18.81 per thousand, the difference in favor of New Orleans as against Philadelphia being \$26.67 per thousand. This is for the year 1895, in the report of 1896. For the year 1896 the cost at Philadelphia was \$27.062 per thousand, at San Francisco \$85.222 per thousand, and at New Orleans \$20.61 per thousand—a decidedly favorable showing for New Orleans.

Mr. LITTAUER. That is the expense of the coinage alone?

Mr. MEYER. Yes, sir.

Mr. LITTAUER. The transportation charges were not included in that?

Mr. MEYER. No, sir. Now, in reference to transportation charges: the cost of transportation from New Orleans to the different points through the country where silver is most required—and, as you are aware, more silver money is used in the South and States adjacent to New Orleans than in any other section of the country—is far less than it is from any other point.

Mr. HEMENWAY. Do you contend that the expense of coinage at New Orleans now is less than the expense of coinage at Philadelphia?

Mr. MEYER. I do, and the figures I have given sustain this position. I would say this: I can not support it with any more recent data, because, as I have stated, it has not been included in the reports of late years, for the reason, as the Director says, it is not a fair comparison. I do not know why it is not. In my judgment, each year since would exhibit similar favorable comparisons for us.

Mr. ROBERTS. I would like to make a little statement when the General is through.

Mr. MEYER. But I maintain that the diminished cost of distribution from New Orleans more than overcomes the cost of transportation of bullion from Philadelphia to New Orleans. Now, I took occasion this morning to visit the office of the Treasurer of the United States, and he promises to give me accurate data, which I will furnish this committee as soon as I receive it, as to the cost of distribution from the various mints and subtreasuries of the country.

Mr. LITTAUER. Within a year all the silver will be coined; then if the mint at New Orleans were to be kept up it would have to become a gold-coinage mint, would it not? And the distribution of gold from New Orleans—

Mr. MEYER. There is another point. I do not see how we can avoid

in the near future authorizing the coinage of additional subsidiary coins. The country is suffering for the want of it.

Mr. LITTAUER. That is true.

Mr. MEYER. And when that comes about certainly there will be ample employment for our mint; quite as much as for the other mints. Now, it is said we could embrace all the coinage of the country in the Philadelphia mint, and if that is to be the policy of this Congress, although I will say for myself I would not favor it, we should abolish all the mints and use only the mint at Philadelphia; but as long as you do not enter upon that policy, why discriminate against the only mint in the Southern States, a mint from which distribution is cheaper, simply because upon a mathematically accurate calculation you might demonstrate that a few dollars might be saved to the Government? We might as well argue that we ought to abolish all the navy-yards in the country except a few which are now working and doing the repair work of the Navy.

On the same principle it might be claimed the navy-yard at Brooklyn, N. Y., could do all the repair work and everything that is necessary for the whole Eastern coast, and we ought to abolish the navy-yards at Boston and at Portsmouth, at League Island, which is one of the very best we have in this country, or the one at New Orleans; that we should abolish Mare Island, Cal., or Puget Sound; but, sir, we do not enter upon that policy. It would not be a good policy, and I think the same relates to the mint at New Orleans. The policy of having mints at different points of the country is justified, because the distribution can be made more readily than if we had one central mint. There is hardly any point in Great Britain more than ten or twelve hours distant from London; but in our country it is different, and I do not think we ought to pattern after the English in that respect.

So, taking it altogether, I say our mint in New Orleans ought not to be abolished, and especially for these reasons: First, it is the only mint south of Mason and Dixon's line; second, it is a distributing point for the South and Southwest by numerous railroads and a grand water system, and distributes at a smaller cost to the Government than any other; third, its workmanship compares favorably with the other mints. You will find that sustained in the report of the Assay Commission of 1897, and the Director has stated the work is satisfactory. I maintain, from the facts I have given, it is more economical than other establishments. Then it is central to a large silver-using section of the country, nearer to that section than any other mint, and inasmuch as it is evident that we coin more economically, it also appears that it would cost the Government more to ship the bullion which may come—I do not refer to the bullion now stored in Philadelphia—to Philadelphia and reship it to points of distribution than it will cost to mint it at New Orleans, taking into account even the cost of transportation. There is another point: the building and grounds at New Orleans were donated by the city to the United States Government for the express purposes of a mint and that they should be employed for that purpose. I do not think it would be fair to discontinue it and still hold on to that property.

Mr. LIVINGSTON. If we do not intend to use it as a mint, but to convert it into an assay office, why not, in the event we can not keep it as a mint, abolish the whole thing and let the property revert back to the city? I think it is an imposition on New Orleans. Better abolish it entirely and let the property go back to the city.

Mr. MEYER. I do not ask that, because I do not believe that the House of Representatives, upon taking into account all the conditions, will abolish the mint. Of course it may be good policy to reduce the force somewhat, although the Director has stated if there is plenty of work there for it it will not pay to reduce the force. If you find the supply is not adequate for the present force you might reduce it somewhat, but I can not admit as yet that Congress will abolish the mint.

Mr. LIVINGSTON. I said in the event they determine to do so.

Mr. MEYER. "Sufficient unto the day is the evil thereof."

Mr. HEMENWAY. If the General is through I want to ask the Director to give us as near as he can the difference in cost of coinage at New Orleans and Philadelphia, including transportation.

Mr. TAYLOR. And distribution, let him add.

Mr. HEMENWAY. I want to bring that out in another question.

Mr. ROBERTS. The saving that I believe would be accomplished is not so much shown on the basis of what the mints have been doing heretofore, because New Orleans has plenty to do. She has been running to her full capacity, while Philadelphia, since we have gone in the new mint, is not running anywhere near its capacity. The saving is accomplished by taking over to other institutions the work that would be done at New Orleans by simply adding a few workmen in each department. The estimates we have submitted here for Philadelphia and San Francisco are no greater than they were last year, and yet we propose to do all the work that is being done at New Orleans. We are not increasing the estimates on that account.

Mr. HEMENWAY. In other words, you propose to do the coinage done at New Orleans without additional expense?

Mr. ROBERTS. Practically so. Of course you understand they are doing a good deal of silver-dollar coinage at these other institutions now, but we propose to do all the coinage at these other institutions without asking any further appropriation. It cost us \$257,000 last year to run the mint at New Orleans.

Mr. MEYER. Is there any saving on the cost of distribution?

Mr. ROBERTS. The Mint Bureau does not distribute; the Treasury does that, and could give more accurate information than I can. I presume there is some saving in distribution.

Mr. LITTAUER. You only minted the silver dollars last year there?

Mr. ROBERTS. And some subsidiary.

Mr. LITTAUER. You had \$22,000,000 stored there?

Mr. BINGHAM. State as you go along what, under the statute, Philadelphia would coin, and what, under the statute, New Orleans would coin.

Mr. ROBERTS. The New Orleans mint coins silver entirely; that is, dollar pieces and subsidiary. We have coined a little gold. The statute permits it, but the statute directs that all the coinage of the minor coins—that is, the 5 and 1 cent pieces—shall be done at Philadelphia, and it has been done at Philadelphia, and that is the point I made as against the General's figures where I think he was misled.

Mr. BINGHAM. Does not the New Orleans mint coin gold?

Mr. ROBERTS. Occasionally some. They get in a little, about \$400,000 a year, from Honduras and Central America, and that was coined there.

Mr. BINGHAM. What does the Philadelphia mint coin?

Mr. ROBERTS. The Philadelphia mint coins all denominations of silver and 5 and 1 cent pieces.

Mr. BINGHAM. In other words, the Philadelphia mint coins everything.

Mr. ROBERTS. Yes, sir.

Mr. LIVINGSTON. How much gold did Philadelphia coin last year?

Mr. ROBERTS. I do not recollect, but not a great deal.

Mr. LIVINGSTON. Not much more than New Orleans?

Mr. ROBERTS. Yes, a few million dollars. We allowed it to accumulate.

Mr. HEMENWAY. I want you to bring out as clearly as possible the saving that would result from making New Orleans an assay office in place of a mint.

Mr. ROBERTS. Let me do it in just this way. If we could cut down expenses at New Orleans somewhat and reduce the amount of coinage we certainly can not do as much as we did in the past unless we close up the other mints. We could reduce it possibly \$150,000, possibly a little below that, and do nothing but subsidiary silver, but as against that I think we can do all that coinage at the other mints with practically little or no additional cost. I think we could save in the neighborhood of \$100,000 a year.

Mr. HEMENWAY. Why select New Orleans in place of Denver or San Francisco?

Mr. ROBERTS. San Francisco receives the bullion produced on the Pacific coast from this country and imports from Australia, China, Japan, and the other countries of the Orient. It is a convenient location to receive bullion at the most important point of this country on the Pacific coast. That bullion comes in there as a deposit made in our mints and is converted into our money. It facilitates the import of bullion to this country to have a mint on the Pacific coast. Nearly all our imports of gold last year have come in and been deposited in the mint at San Francisco; so I would not abolish that mint.

Mr. HEMENWAY. How about Denver?

Mr. ROBERTS. The mint at Denver is convenient to the gold fields of this country, the central portion of the country, the Rocky Mountain chain, and will receive a considerable deposit of gold brought there by depositors, without expense to the Government, to be converted by the Government into coin and enter into circulation directly from there.

Mr. HEMENWAY. How would the gold and silver bullion received at New Orleans compare with that received at Denver or San Francisco?

Mr. ROBERTS. As I say, the deposits of gold last year at New Orleans were about \$400,000. The deposits of gold at San Francisco last year were—or I will put it this way: San Francisco coinage year before last was \$80,000,000 in gold, as shown by this printed report. Last year it was not quite so much, but it was sixty or seventy million, something like that, all deposited there directly by the owners of the bullion without expense to the Government.

Mr. BINGHAM. What was your seigniorage last year?

Mr. ROBERTS. There is no seigniorage on gold. We are talking about gold coinage.

Mr. BINGHAM. What was your seigniorage on silver? I want to get it in.

Mr. ROBERTS. About \$10,000,000 altogether on all denominations.



Mr. HEMENWAY. Now, then, the reason why you suggest New Orleans in place of San Francisco or Denver is the fact that there they deposit the bullion, whereas it must be shipped to New Orleans?

Mr. ROBERTS. Yes; it must be shipped to New Orleans.

Mr. HEMENWAY. Now, as to the distribution of silver dollars; can you tell us the number of silver dollars sent out from New Orleans during the last fiscal year?

Mr. ROBERTS. They sent out from the mint to the subtreasury altogether, I think, about ten or twelve million dollars, but a good deal of it comes back there, so that the supply is not permanently diminished there. I think the absorption from New Orleans is some six or seven million dollars a year.

Mr. HEMENWAY. How many silver dollars are sent out from Philadelphia?

Mr. ROBERTS. Not so many. The circulation here in the eastern part of the country is not silver dollars; it is entirely in certificates.

Mr. HEMENWAY. And now—

Mr. ROBERTS. Excuse me; but of course the distribution will continue at New Orleans whether the mint is running or not. The subtreasury will supply that part of the country with money, and there will be no inconvenience in business from the business side of it.

Mr. HEMENWAY. How many subtreasuries have we?

Mr. ROBERTS. Nine.

Mr. HEMENWAY. At each of these subtreasuries the silver dollars are deposited, and anyone desiring silver money can send in paper money and have the silver money sent free of charge to them?

Mr. ROBERTS. Yes, sir. You ought to do away with whole system.

Mr. HEMENWAY. So as to the convenience to the public it does not make any difference whether they get it from Philadelphia, Chicago, Cincinnati, or where. They get it from the subtreasury and the Government pays the cost?

Mr. ROBERTS. Yes.

Mr. HEMENWAY. So far as the public using silver dollars is concerned they can get them at any time whether at New Orleans, Denver, or the San Francisco mint?

Mr. ROBERTS. Yes. My judgment is, the whole system of distribution at the expense of the Government is absurd.

Mr. LIVINGSTON. At the same time it costs the Government more to furnish silver from Philadelphia than from New Orleans.

Mr. ROBERTS. They would not furnish it from Philadelphia; it is furnished from the subtreasury at New Orleans, and we have enough to distribute, I presume, for twenty years.

Mr. BINGHAM. Then, on following up that question, the output of your Philadelphia mint in silver dollars is consigned to the subtreasury in the city of Philadelphia, to the office of the assistant treasurer?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. They consign all these dollars to them and the exchange is made at the assistant treasurer's office?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. Where do you consider the section of the country is that uses most largely the silver dollars?

Mr. ROBERTS. West of Chicago and south of the Ohio River.

Mr. BINGHAM. The use is largely there?

Mr. ROBERTS. Yes, sir.

Mr. MEYER. It is more largely used in the cotton-growing States?

Mr. ROBERTS. Yes.

Mr. HEMENWAY. Through Indiana we hardly ever see a \$1 or a \$2 bill.

Mr. LITTAUER. How do you account for the matter—local preference?

Mr. ROBERTS. No, sir; it is the system of distributing the silver dollars at the expense of the Government. When a bank in Iowa wants money from its correspondent in New York if they take paper money they have to pay the express charges on it, and if they take silver dollars the Government pays the charges.

Mr. MEYER. The negro prefers silver dollars to any other kind of money.

Mr. BINGHAM. Have you all the information you desire from the Director, General Meyer?

Mr. MEYER. I want to ask the Director. You state the Government would probably save \$100,000 or \$150,000 by abolishing the mint at New Orleans. You further stated that the mint at Philadelphia can perform all the coinage the country requires with its present improved machinery; therefore I suppose it is safe to assume if the Denver mint were abolished in the same manner as the New Orleans mint is proposed to be abolished the saving in the expenditure there to the Government also would be \$150,000 or \$200,000?

Mr. LITTAUER. There is no mint at present there.

Mr. MEYER. But it is proposed to provide for it. To all intents and purposes there is a mint there, and the logic of the Director in reference to New Orleans can be equally well applied to the mint at Denver. We ought not to appropriate for the mint at Denver, and if not completed we ought not to purchase any more machinery, but perform the work at Philadelphia. I do not see why you should discriminate against New Orleans especially. Of course I do not wish to argue against the proper exercise of economy, but there are times and instances when economy does not economize. I do not believe in centralizing all the work of coinage at one place, at the Philadelphia mint.

I believe that the expansion of this country, that the probable construction of an isthmian canal will bring us, and especially New Orleans, in closer touch with the Central and South American republics, and they will have ample employment, if not immediately, within a reasonable time, for the mint; and if in the interim we can not employ it to the full extent and have to reduce it somewhat, I still think it would be bad policy to abolish it altogether. I hope, gentlemen, you will look at it from that point of view, and not proceed to make an exact calculation in dollars or cents, but proceed to take a broad view of it and consider the interests of that section of the country together with others.

Mr. HEMENWAY. Let me ask you, General, in what way does the mint at New Orleans benefit that Southern section of the country?

Mr. MEYER. As I suggested, it benefited it in the facility of distribution.

Mr. HEMENWAY. But, pardon me, the distribution is made from the subtreasury at New Orleans; the mint has nothing to do with that?

Mr. MEYER. The mint coins the bullion.

Mr. HEMENWAY. But it is placed in the subtreasury.

Mr. MEYER. Then it benefits in this way, too, which is somewhat

local: It gives employment to a great many people, not alone of the city of New Orleans, but employees from all sections of the State.

Mr. HEMENWAY. That is really the only benefit, that it gives an employment to a number of people?

Mr. MEYER. Yes; an important benefit, but I do not admit that it is the only one. There is a certain pride taken by the people of New Orleans and the Southwest in having an important Government institution located there. It also brings the people in nearer touch with the Government, and inasmuch as we have these governmental establishments, we would feel, and the people of the South would realize, that they were not being discriminated against, as they would feel if none of these mints or governmental institutions were located in the South. I know that greater importance is given us in the eyes of the people south of us, the people of Central and South America and Mexico, whose trade we are seeking to secure. New Orleans is the nearest large city to grasp this trade. Her connections by rail and steamer, both inland and with the countries lying south of her, are excellent. Mexico, with her immense and only partially developed resources, is a near neighbor. Mexico is full of mineral wealth. There are rich mines in other countries. The influx of these precious metals ought to be encouraged by all means in our power. As a part of this wise policy, if we had no mint at New Orleans it would be our duty to establish one on a liberal footing, capable of meeting all the wants which may arise from a commerce in which we ought to dwarf every other country on the globe.

Mr. LIVINGSTON. Mr. Director, may I ask you a question? Have you taken into consideration the increased output of gold in Georgia recently, owing to the purchase by some syndicate of all the gold-mining property there?

Mr. ROBERTS. I have not understood there is any large increase. The total output in that region has been very small for a great many years.

Mr. LIVINGSTON. I know it has, but I understand a syndicate has bought up all this property.

Mr. ROBERTS. But it takes a long time to develop a field so as to make any important difference in the output. The total output of the South Appalachian chain, along from Georgia, South Carolina, and North Carolina, has been about \$250,000 a year.

Mr. LIVINGSTON. Where does that go to—New Orleans?

Mr. ROBERTS. No; it goes to Philadelphia.

Mr. TAYLOR. General, what is about the value of the mint property in New Orleans?

Mr. MEYER. I should say it was \$200,000 or \$250,000. Now, Mr. Chairman, my colleague, Mr. Davey, is present and I should like him to have opportunity to submit some remarks.

Mr. DAVEY. I have nothing to add to what my colleague has already said, as he has covered the case fully.

Mr. MEYER. I would say this, Mr. Hemenway, further, in reference to the benefits that accrued to New Orleans from this establishment, I know that the gentlemen of this committee are not influenced especially by political consideration in this matter, yet I take occasion to say for myself, and my colleague here present, that we are disinterested as far as any political features are concerned. Every official in our mint is a Republican, appointed by the present Administration.

Mr. HEMENWAY. If the General has stated that remark for my especial benefit, I want to simply wipe politics out of the proposition and deal with it as one would deal with a business proposition.

Mr. MEYER. I appreciate that.

Mr. HEMENWAY. If, as a matter of fact, it costs more money to coin silver at New Orleans than it does to coin it at Philadelphia, and if, as a matter of fact, we can save \$250,000 by coining this money at Philadelphia and San Francisco, I see no reason why we should refuse to save it because this mint happens to be south of Mason and Dixon's line. I reside 30 miles south of Louisville myself and certainly have no feeling as to sectional lines, and it is simply a matter of business for the Government.

Mr. ROBERTS. I do not think the saving would be as much as you stated.

Mr. BINGHAM. Do you desire the statement you have made to be a part of our hearing?

Mr. MEYER. Yes, sir.

Mr. BINGHAM. As to the wage schedule and general labor of the mint, is it about the same in Philadelphia as it is in New Orleans?

Mr. ROBERTS. It is a little less in New Orleans. In regard to the watchmen, in view of this money on storage at New Orleans, I want to add to the estimate \$10,500 for watchmen and I think, perhaps, I have reduced the salary of the man in charge there a little too much for that responsibility.

Mr. LIVINGSTON. What would you suggest about that?

Mr. ROBERTS. He now gets \$3,500, and I have reduced it to \$2,000. If he is going to have all this money under him and be responsible for it, I think the cut is a little too heavy.

Mr. LIVINGSTON. Had we not better leave his salary just as it is, \$3,500?

Mr. ROBERTS. Say \$3,000.

Mr. BINGHAM. And in lieu of \$5,000 for watchmen you would make it \$10,500?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. What about your assayer?

Mr. LITTAUER. What do they get at the other assay offices?

Mr. ROBERTS. The man at Denver gets \$3,000 now, and he has not anything on storage either. They get from two to three thousand dollars. If he is to be left there with \$28,000,000 I think it would be rather heavy responsibility for a salary of \$2,000 a year. I presume it will be there indefinitely, because it is for certificates out against them, and they are simply there for all time to come.

Mr. BINGHAM. Are those all the changes you desire to make?

Mr. ROBERTS. Yes.

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## BUREAU OF INSULAR AFFAIRS, WAR DEPARTMENT.

### STATEMENT OF MR. J. VAN NESS PHILIP, ASSISTANT CHIEF OF THE BUREAU OF INSULAR AFFAIRS.

Mr. BINGHAM. As I understand your Bureau, it has heretofore been paid out of a lump appropriation made by Congress for the War Department?

Mr. PHILIP. Yes, sir; from the appropriation for temporary employees.

Mr. BINGHAM. This is the first time you have appeared in fixed legislation as an independent bureau?

Mr. PHILIP. Yes, sir.

Mr. BINGHAM. The only question I want to ask you is what your Bureau of Insular Affairs covers in its work.

Mr. PHILIP. Possibly the best résumé of the general work of the Bureau is summed up in the following quotation from the Report of the Secretary of War for the fiscal year ended June 30, 1901:

*General policy of Government.*—The policy followed by the American Executive in dealing with the government of the Philippines (and also in dealing with the government of the other islands ceded or yielded by Spain which have been under the control of the War Department) has been to determine and prescribe the framework of insular government; to lay down the rules of policy to be followed upon the great questions of government as they are foreseen or arise; to obtain the best and ablest men possible for insular officers; to distribute and define their powers; and then to hold them responsible for the conduct of government in the islands with the least possible interference from Washington.

Notwithstanding a rigid adherence to this policy, and consistently with it, the demands upon the Department for action in the vast and complicated business in the island governments have been constant and imperative. Different civilizations, different systems of law and procedure, and different modes of thought brought into contact have evolved a great crowd of difficult questions for determination. New facts ascertained and changed conditions have called for the interpretation and application of our own rules of policy and the establishment of further rules. Different views as to the scope of authority under the distribution of powers have required reconciliation. The application of the law of military occupation to rights and practices existing under the laws of Spain and the process of overturning inveterate wrongs have brought about frequent appeals to the highest authority, which, being made in the name of justice, have required consideration. The work undertaken has been the building up of government from the foundation upon unfamiliar ground. We have had no precedents, save the simple and meager proceedings under the occupation of California and New Mexico, more than half a century ago, and it has been necessary to decide every question upon its own merits and to make our own precedents for the future.

For the performance of all these duties, full and accurate knowledge of the conditions and proceedings of all the governments in all the islands on the part of the authorities in Washington has been required. It has been necessary to follow them step by step. The President and Congress have looked to the War Department for information as to how the trust of government in the various islands was being performed, and tens of thousands of applications by the people of the United States for every conceivable kind of information regarding the islands have poured into the Department in an uninterrupted stream.

Only thorough system could arrange, record, and keep available for use the vast and heterogeneous mass of reports and letters and documents which this business has involved, furnish answers to the questions, conduct the correspondence, and keep the Secretary of War from being overwhelmed in hopeless confusion. The War Department had no machinery for the purpose. No provision for any such administrative machine was made by law. Of necessity, by the detail of officers and the employment of the temporary clerks authorized by law, such machinery has been force of translators, accountants, stenographers, and recording and index and copy-created in the Department, with a chief, an assistant chief, a law officer, a competent ing clerks. It is called the Division of Insular Affairs of the War Department, and it performs with admirable and constantly increasing efficiency the great variety of duties which in other countries would be described as belonging to a colonial office, and would be performed by a much more pretentious establishment.

Supplementing the statement of the Secretary of War, I would state that since that report was written the Bureau has been called upon to supervise the purchase of all supplies by the government of the Philippine Islands and the transportation of school-teachers and civil employees. That the committee may be fully advised, permit me to hand to each member a copy of the report of the Chief of the Bureau of Insular Affairs to the Secretary of War, dated October 30, 1902.

which report sets out fully the work of the Bureau and the means by which it is accomplished.

Mr. BINGHAM. Have you any independent action?

Mr. PHILIP. Section 87 of the Philippine government act, approved July 1, 1902, commits to the Bureau "all matters pertaining to civil government in the island possessions of the United States subject to the jurisdiction of the War Department," and provides that the chief of the Bureau shall act in respect to said matters "under the authority of the Secretary of War." In respect of routine matters and the many details arising in cases controlled by previous orders or determinations by the Secretary of War, the Bureau exercises the liberty of independent action; such independent action is taken, of course, by permission of the Secretary and not in pursuance of independent authority conferred by law.

Mr. BINGHAM. It is merely an office to transmit to the Secretary of War communications from the Philippine Commission?

Mr. PHILIP. That is one of the duties performed by it. It also handles communications from the Secretary of War to the Commission and in general discharges for the civil government of the insular possessions services similar to that performed for the military establishment by the office of the Adjutant-General, U. S. Army.

Mr. BINGHAM. Without comment or criticism?

Mr. PHILIP. Frequently we make comment. When matters arise for presentation to the Secretary of War, investigation is made and the matter arranged in such form as to afford the Secretary all information available, that he may be fully advised and able to pass thereon with a minimum amount of time and effort. If a question of law is involved it is referred to the law officer who investigates and reports thereon.

Mr. LITTAUER. You are the business agent in America between the Government and the Philippines?

Mr. PHILIP. Yes, sir; we have to do with everything that pertains to the civil government of the Philippines in any manner, shape, or form, because the act of Congress requires that the affairs of that government shall be subject to the approval and control of the Secretary of War.

Mr. BINGHAM. You have nothing to do with troops?

Mr. PHILIP. We have nothing to do with the military side of it.

Mr. BINGHAM. Your relations are simply with the civil administration?

Mr. PHILIP. Simply with the civil administration.

Mr. BINGHAM. What other insular possessions do you have relations with?

Mr. PHILIP. We are at present assisting in closing up the accounts and other affairs of the late military government of Cuba. This involves compiling and tabulating all the collections and expenditures made by that government. The purpose of this work is to comply with a resolution of Congress calling for the information, and to put into tangible form the account of our stewardship in Cuba. We are also custodian of the records of the military government of Cuba, which, including those yet remaining in the island, constitute a mass weighing over 80 tons. The Bureau is constantly receiving inquiries respecting matters and documents on file in said records.

Mr. BINGHAM. That is back work?

Mr. PHILIP. Yes.

Mr. BINGHAM. What are you doing with Porto Rico?

Mr. PHILIP. That has been withdrawn from the jurisdiction of the War Department.

Mr. BINGHAM. You have nothing to do with that?

Mr. PHILIP. We are still receiving letters and inquiries respecting matters connected with that island.

Mr. BINGHAM. Do you have anything to do with Hawaii?

Mr. PHILIP. No, sir; not with the government of Hawaii; but we do with the commerce between Hawaii and the Philippines. We have had several inquiries respecting migration of individuals between Hawaii and the Philippine groups. The sugar producers of Hawaii have been seeking to secure Chinese laborers in the Philippines, and that matter has been the subject of an extended correspondence by the Bureau. We have also had correspondence with reference to the cable now in process of construction between the United States and the Philippines via Honolulu.

Mr. BINGHAM. Do you have anything to do with Guam?

Mr. PHILIP. Nothing directly. Guam was at one time used as a place of confinement for Filipinos deported from the Philippine Islands. It is also one of the land ends of the Pacific cable above referred to.

Mr. BINGHAM. Your work is essentially with the Philippine Islands, together with back work in regard to the civil administration in Cuba?

Mr. PHILIP. Yes, sir; substantially.

Mr. BINGHAM. When were you organized into the Insular Bureau?

Mr. PHILIP. The act containing the provision authorizing the organization of the Insular Division as the Bureau of Insular Affairs was approved July 1, 1902; the order of the Secretary detailing Colonel Edwards as chief of the Bureau was made July 2, and the final approval of the present organization was given July 17, 1902.

Mr. BINGHAM. Prior to that it had existed by order of the War Department?

Mr. PHILIP. Yes, sir; as a division of the office of the Secretary of War.

Mr. BINGHAM. Was your labor then much larger than now?

Mr. PHILIP. No, sir; our labor is larger at the present time. The termination of the military government in the Philippines requires this Bureau to take charge of many matters which passed through military channels during the existence of the military government. The extension of the civil government to all parts of the islands, the opening of the ports to commerce, and the numerous undertakings appertaining to the establishment and adjustment of the civil government to the existing conditions in the islands have largely increased the work of this Bureau from what it was at any prior time.

Mr. BINGHAM. Did you not have a larger force prior to the enactment of this law fixing you as a Bureau?

Mr. PHILIP. No, sir. The force is practically the same, but the work has increased sufficiently so that Colonel Edwards, the chief of the Bureau, requested an increase in the force of 15. The estimate was disapproved and the permanent force was increased in the estimate to take the place of 6 clerks who had been detailed from other bureaus of the War Department to assist in the work of the Insular

Bureau. It was deemed advisable to attempt to carry on the Bureau with this number, and if additional force was required to supply them by temporary details from other offices.

Mr. BINGHAM. What is the amount of money allowed—

Mr. HEMENWAY. He has not finished his statement, yet, General.

Mr. PHILIP. I wish to say that Colonel Edwards will be back to-morrow morning. If it will be possible to defer this until his return he can explain more fully—

Mr. HEMENWAY. It is not possible.

Mr. BINGHAM. What is the amount of money allowed—

Mr. PHILIP. For the organization of the Insular Bureau, as approved by the Secretary of War July 21, 1902, there was an allotment made of \$72,760. In addition to this there was the emergency appropriation of July 1, 1902, for continuing the tabulation of receipts and expenditures of Cuba and the Philippines, of \$30,000; and for additional clerical work on the same an allotment of \$3,000 from the emergency appropriation act of March 3, 1899, making a total expenditure for the present year for clerical force for the Bureau of \$105,760.

Mr. BINGHAM. What is the amount of money allotted to conduct the Bureau during the present fiscal year?

Mr. PHILIP. The answer to the former question answers this.

Mr. BINGHAM. What was it the year before, do you know? You can hunt this up and send us.

Mr. PHILIP. The expense for employees for the Insular Division for the calendar year 1901 amounted to \$58,300. In addition to this must be added the money expended for compiling a statement of the receipts and expenses called for by the Bacon resolution of \$19,292.91, which was provided by special act of Congress. There should also be taken into consideration the salary of an officer of the Army of the rank of captain, who was detailed to perform the duties now performed by the assistant chief, making an approximate total of \$80,393.91.

Mr. BINGHAM. What does the law officer do in respect to this Bureau?

Mr. PHILIP. The service performed by the law officer consists in investigating such propositions of law as require consideration in matters relating to the administration of the government of civil affairs in the insular possessions of the United States. The questions thus arising, when presented to the War Department, developed a broad field for investigation, including the law of military occupation, the laws and usages of civilized warfare, international law, interpretation of the Constitution of the United States, interpretation of treaties respecting the territories subject to military occupation, the status of the territories and inhabitants acquired during the war with Spain, the laws of Spain rendered ineffective or remaining in force in said islands, the effect of the transfer upon the obligations of the previous sovereignty, the rights of individuals and communities affected by the action of the military government, the administration of military government by civilian officials, and the law respecting claims against the United States based on military operations, encampment of troops, conduct of soldiers, etc., in territory affected by the war.

Some of the many questions, thus generally summarized, could not be disposed of by adherence to rules already established by judicial decisions, for questions arose which had not been judicially determined. It was therefore necessary to extend the investigation into the field of



history and see if the same or similar questions had arisen in the several instances of previous acquisitions of foreign territory by the United States and to learn how the questions had been dealt with by the legislative and administrative branches of the Government of the United States. To ascertain the treatment accorded by the legislative branch of our Government to the territory and inhabitants of the Northwest Territory, Louisiana, east and west Florida, Texas, New Mexico, and upper California, Oregon, Alaska, Samoa, the Guan Islands, and the Hawaiian Islands, required a review of Congressional debate and legislation extending over more than one hundred years, while the treatment afforded by the administrative branch required a review of the reports of the several departments of that branch embodied in many annual and special reports to Congress. This investigation also included an examination of the records of the War and Treasury departments, which resulted in securing valuable data not theretofore published.

The examination of this broad field of information did not furnish precedent or guidance for disposing of all the questions presented; for example, the exclusion of the Chinese from the Philippines or the extradition of fugitives from the justice of Mexico and South American States who sought refuge in Cuba. In many instances it was necessary for the Secretary to determine original and unique questions by the application of general principles or the exercise of military authority.

The law officer, having completed his investigation of a question, reports thereon to the Secretary of War, either orally or by means of a communication to the parties interested or affected, to be signed by the Secretary; or by written report, consisting of a comprehensive review of the matters disclosed by his investigations.

The records of the Bureau show that 286 cases have been submitted to the law officer and formal reports in writing have been made in 278 cases.

This showing does not include the numerous instances in which said officer was consulted or reported informally respecting matters pending in the Bureau. Five of the written reports of the law officer have been printed by order of Congress, and six were printed in pamphlet form as War Department documents. On October 30, 1901, the Secretary of War ordered these reports published in book form. Thereupon a selection was made and published under the title *The Law of Civil Government under Military Occupation*, making a book of 807 pages, and including about one-half of the reports now on file. I submit a copy of said book as the best evidence of its character and value, and call your attention to page 12 of the report of Chief of Insular Bureau, War Department, for 1902, for statement of the reception given by press and public to this work. Two editions of the book have been exhausted, and 484 requests therefor are now on file in this Bureau.

Mr. BINGHAM. You say here "decrease of one submitted." Does this mean five clerks or four?

Mr. PHILIP. This means five clerks. The decrease of one refers to the discontinuance of the position which I hold, assistant chief.

Mr. BINGHAM. That does not cover that. You say five clerks of class 4. Do you mean a decrease from five to make it four, or have you six now?

Mr. PHILIP. It is a decrease from six to five.

Mr. BINGHAM. And the same thing, "five clerks of class 3, increase of one submitted," that is simply a reduction of \$200 in compensation?

Mr. PHILIP. This is not an increase in the force of the office. This clerk has been detailed from one of the other bureaus to the Bureau of Insular Affairs. Heretofore his name appeared on the roll of the other Bureau of the Department to which he was permanently attached, and this is simply a transfer from the roll of that Bureau to the roll of the Bureau of Insular Affairs.

Mr. BINGHAM. You say eleven clerks of class 1. This is an increase of two?

Mr. PHILIP. No, sir. It is a transfer from the roll of one bureau to the Insular Bureau of clerks who have been detailed for work in the Insular Bureau.

Mr. BINGHAM. I do not suppose you could give any other reason than the general one that you need them?

Mr. PHILIP. As already stated, we had six clerks detailed to us from other offices, and in arranging for the coming year it was decided to drop these clerks from the roll of the offices in which they were regularly employed and attach them to the Bureau of Insular Affairs, so that their appearance on the roll of the Insular Bureau does not affect the total War Department expenditures.

Mr. BINGHAM. How long have they been with you?

Mr. PHILIP. About a year and a half.

Mr. BINGHAM. Is there anything else you desire to say?

Mr. PHILIP. I should like to read a letter from Colonel Edwards to the Secretary of War respecting the clerical force of the Bureau.

Mr. BINGHAM. We will put that in the notes.

WAR DEPARTMENT, BUREAU OF INSULAR AFFAIRS,  
*Washington, D. C., October 1, 1902.*

SIR: I have the honor to submit herewith estimates of appropriations required for the service of the fiscal year ending June 30, 1904, by the Bureau of Insular Affairs, War Department, for salaries.

The estimates of appropriations for salaries call for the same number and grade of employees, without the proposed increase, as was approved by you to be paid out of the appropriation for temporary clerks on July 21, 1902, the date of the organization of the Bureau as authorized by act of Congress of July 1, 1902.

An increase of \$300 in the salary of the assistant to the chief of the Bureau is submitted, not only on account of the character of work required in this position, but to be consistent with the gradation of salaries as allotted by you on July 21, at which time the question of an appropriate salary for this position was not submitted. It is therefore recommended that the salary of the assistant to the chief be increased from \$1,800 to \$2,100.

An increase of 12 clerks—one at \$1,600, two at \$1,400, one at \$1,200, four at \$1,000, and four at \$900—aggregating \$13,200, is submitted. Also one assistant messenger at \$720, and two laborers—one at \$600 and one at \$300—in lieu of one messenger at \$600 and two messenger boys at \$300, making an increase of \$420.

Since the organization of the Bureau the amount of labor required by the specific duties assigned to it in the creating act and also in con-

nection with the disbursement and audit of revenues of the Philippine Islands has considerably increased. This increase in the accounting branch is due to the rapid multiplication of the number of disbursing officers in the civil government of the Philippines, which increase is directly felt in the work of this Bureau.

On July 1, 1902, Congress made an appropriation of \$30,000 for the compilation of a detailed statement of the receipts and expenditures of the late military government of Cuba and of the Philippine government.

A temporary force of 31 persons was immediately employed and assigned to this work in addition to the 9 permanent clerks of the accounting division of this Bureau, making a total of 40. However, in order to meet the demands of the work in order divisions it has been found necessary to transfer from the accounting division 5 clerks, giving a total present force engaged upon this work of 35.

Having in mind that by July 1, 1903, the date upon which the appropriation, estimates for which are herewith submitted will, become available, the \$20,000 will have become entirely exhausted, it is believed, after careful consideration and experience of the time and force necessary to audit and compile each month's accounts from the Philippines, that to satisfactorily perform the work and to at all times be able to promptly furnish information relative to the fiscal affairs of the insular government—i. e., in order to keep abreast of the current work after the present arrears has been brought up—it will require an increase of the seven remaining to be accounted for of the twelve clerks submitted.

The submission of one assistant messenger at \$720 and one laborer at \$600 and one laborer at \$300, in lieu of one messenger at \$600 and two messenger boys or laborers at \$300, is made to promote uniformity in salaries, and that persons performing similar duty may receive the same salary.

Very respectfully,

CLARENCE R. EDWARDS,  
*Colonel, U. S. Army, Chief of Bureau.*

The SECRETARY OF WAR.

Mr. PHILIP (continuing). It may be well to state that the estimate submitted for this Bureau is smaller than that of any other Bureau in the Department with the possible exception of the Signal Service. The gradation of salaries was worked out by comparison with the other bureaus, and the salaries are not in excess of those paid for similar service in other bureaus. Necessity has required that everyone connected with this Bureau should work overtime in the past, and with the limited organization contemplated in the present estimate the necessity for such overtime work will continue in the future. In fact, until this last summer leaves of absence, authorized by law, have been refused.

## CHOCTAW AND CHICKASAW CITIZENSHIP COURT.

DEPARTMENT OF JUSTICE,  
*Washington, D. C., December 10, 1902.*

Hon. J. G. CANNON,  
*Chairman Committee on Appropriations,*  
*House of Representatives.*

SIR: In accordance with the request of the committee, the status of the appropriation entitled "Salaries, Choctaw and Chickasaw citizenship court, 1903," has been investigated.

It has been ascertained that, after a full and careful consideration of the matter, the Treasury officials having it in charge have decided that the act of July 1, 1902, providing for the above-mentioned salaries, makes a permanent appropriation therefor up to and including December 31, 1903, and that no further legislation is necessary to provide for the salaries of the officials of said court unless its life should be extended beyond the limit prescribed by the organic act, namely, December 31, 1903.

Respectfully,

J. K. RICHARDS,  
*Acting Attorney-General.*



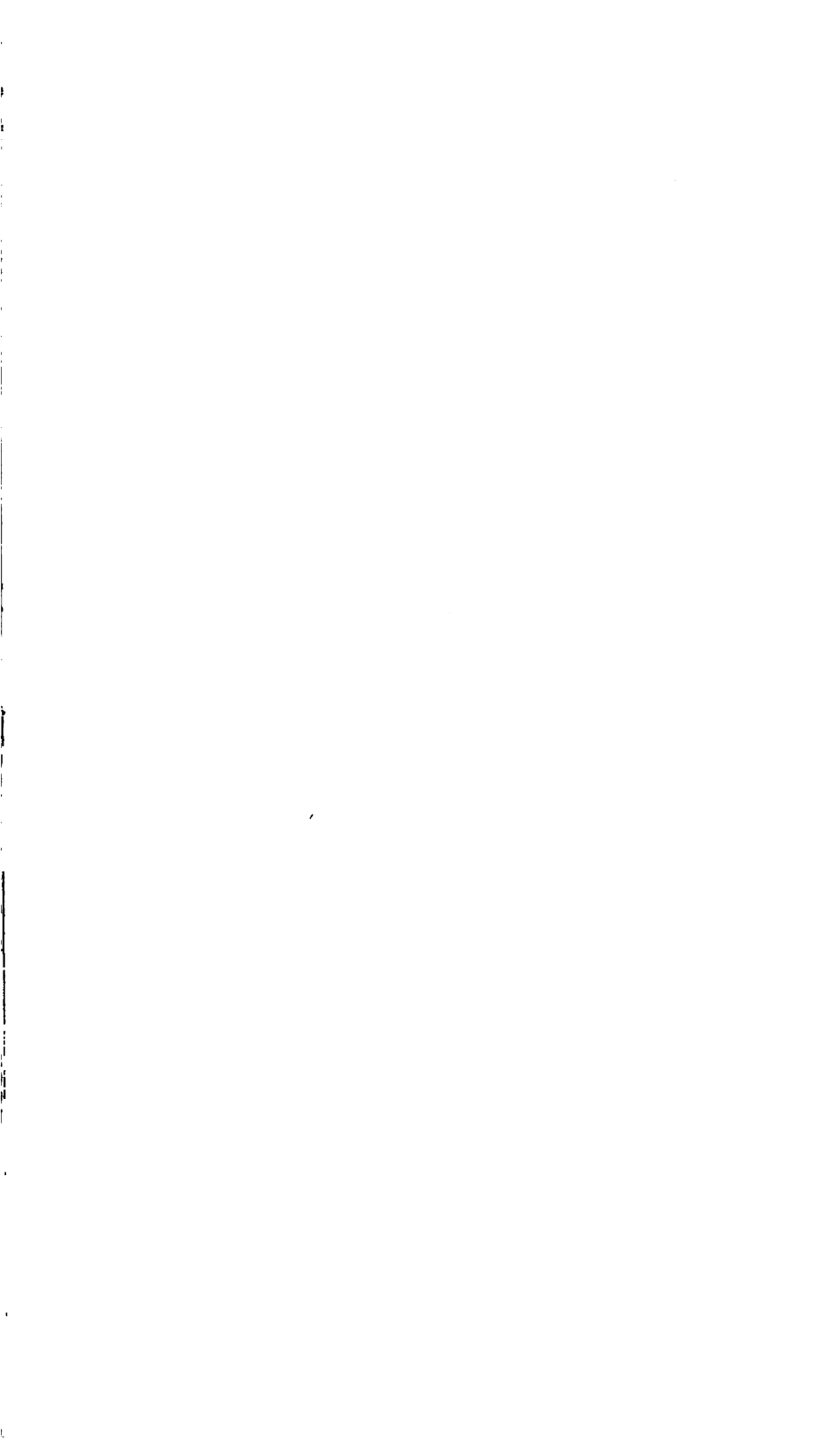
# INDEX.

	Page.		Page.
Ailes, Milton E.....	28	Justice, Department of:	
Allen, Frederick I.....	101	Acting Attorney-General .....	165
Assistant Secretary of the Treas-		Chief clerk.....	131
ury.....	28, 47	Choctaw and Chickasaw citi-	
Attorney-General, Acting.....	165	zenship court.....	135, 165
Baird, Commander G. W.....	140	Contingent expenses.....	133
Bingham, Col. Theodore A.....	79	Libraries for circuit courts.....	135
Bureau of Standards.....	66	Office of Solicitor of the Treas-	
Caine, Alexander.....	131	ury.....	136
Census Office.....	102	Solicitor of the Treasury.....	136
Choctaw and Chickasaw citizen-		Kennard, Mr.....	135
ship court.....	165	Librarian of Congress.....	3
Civil Service Commission.....	142	Library of Congress.....	3
Clay, Cecil.....	131	Library of Congress building, su-	
Collecting internal revenue.....	57	perintendent of.....	21
Commissioner of Internal Revenue.....	57	Machen, A. W.....	123
Commissioner of Patents.....	101	Madden, Edwin C.....	127, 130
Comparative legislation, index to.....	13, 18	Merriam, W. R.....	102
Comptroller of the Currency.....	64	Merritt, John A.....	109
Congressional Library.....	3	Meyer, Hon. Adolph.....	148
Congressional Library building,		Michael, William H.....	22
report of.....	21	Mint, Director of the.....	93, 143
Conrad, C. A.....	130	Mints and assay offices.....	93, 143
Davey, Hon. Robert C.....	156	Mint at New Orleans, La.....	143
Director of Bureau of Standards..	66	Moody, William H.....	82
Director of the Census.....	102	National Bureau of Standards.....	66
Director of the Mint.....	93, 143	Navy Department, the.....	82
Edwards, Col. Clarence R.....	163	Navy, Secretary of the.....	82
First Assistant Postmaster-General	116,	New Orleans, La., mint.....	143
118, 122, 129		O'Connell, M. D.....	136
Fourth Assistant Postmaster-Gen-		Patent Office.....	101
eral.....	130	Patents, Commissioner of.....	101
Glover, John G.....	131	Payne, H. C.....	118
Green, Bernard R.....	21	Philip, T. Van Ness.....	157
Hill, David J.....	22	Postmaster-General.....	118
Hills, W. H.....	28, 48	Post-Office Department:	
Hitchcock, E. A.....	100	Chief clerk.....	106
Insular affairs, War Department..	157	Contingent expenses.....	106
Interior, Department of the—		Postmaster-General.....	118
Board of pension appeals.....	96	First Assistant Postmaster-	
Census Office.....	102	General.....	116, 118, 122, 129
First Assistant Secretary.....	96	Second Assistant Postmaster-	
General Land Office.....	97	General.....	126, 130
Indian Office.....	99	Third Assistant Postmaster-	
Patent Office.....	99, 101	General.....	127, 130
Pension Office.....	99	Fourth Assistant Postmaster-	
Secretary.....	100	General.....	130
Internal revenue, collecting.....	57	Office of disbursing clerk.....	114
Internal Revenue, Commissioner		Office of Postmaster-General..	116
of.....	57		

	Page.		Page.
Post-Office Department—Cont'd.		Treasury Department—Cont'd.	
Office of First Assistant Postmaster-General..	116, 118, 122, 129	Director of the Mint .....	93, 143
Office of Second Assistant Postmaster-General.....	126	Division of Appointments .....	32
Office of Third Assistant Postmaster-General.....	127, 130	Division of Bookkeeping and Warrants .....	30
Office of Fourth Assistant Postmaster-General.....	130	Division of Customs .....	31
Office of the topographer .....	113	Division of Loans and Currency .....	33
Rural free delivery .....	123	Division of Mails and Files .....	35
President of the United States.....	106	Division of Public Moneys .....	32
Procter, John R.....	142	Division of Revenue-Cutter Service .....	33
Public buildings and grounds.....	79	Division of Special Agents.....	35
Putnam, Herbert.....	3	Division of Stationery, Printing, and Blanks .....	34
Richards, J. K.....	165	Internal-Revenue Bureau .....	57
Ridgely, William B.....	64	Life-Saving Service .....	42
Roberts, Ellis H.....	51	Light-House Board .....	42
Roberts, George E.....	93, 143	Miscellaneous Division.....	33
Roosevelt, President Theodore.....	106	Office of Auditor for Interior Department.....	38
Ryan, Thomas.....	96	Office of Auditor for Post-Office Department.....	40
Sargent, F. P.....	47	Office of Auditor for State and other Departments .....	39
Schofield, John C.....	72	Office of Auditor for Treasury Department.....	37
Second Assistant Postmaster-General .....	126, 130	Office of Auditor for War Department.....	38
Shallenberger, W. S.....	126	Office of chief clerk and superintendent .....	29
Shaw, L. M.....	51	Office of Comptroller of the Currency .....	64
Solicitor of the Treasury .....	136	Office of Comptroller of the Treasury .....	37
Standards, Bureau of .....	66	Office of Director of the Mint.....	48
State, Department of.....	22	Office of disbursing clerks.....	36
State, War, and Navy building.....	140	Office of Register of the Treasury .....	41
Stratton, S. W.....	66	Office of Supervising Architect.....	37
Superintendent of Library of Congress building .....	21	Office of Treasurer.....	51
Superintendent of State, War, and Navy building.....	140	Public Health and Marine-Hospital Service.....	46
Taft, William H.....	106	Secretary .....	51
Taylor, Blain W.....	106	Secretary's Office.....	28
Taylor, H. A.....	47	Secret-Service Division.....	45
Third Assistant Postmaster-General .....	127, 130	Steamboat-Inspection Service.....	46
Treasurer of the United States.....	51, 55	Von Haake, A.....	113
Treasury Department:		War Department:	
Assistant Secretary .....	28, 47	Bureau of Insular Affairs.....	157
Bureau of Engraving and Printing .....	44	Chief clerk .....	72
Bureau of Immigration .....	46	Public buildings and grounds.....	79
Bureau of Navigation .....	43	Wynne, Robert J.....	116, 118, 122, 129
Bureau of Standards .....	66	Yerkes, John W.....	57
Bureau of Statistics .....	44		
Chief clerk .....	28		
Comptroller of the Currency .....	64		
Contingent expenses.....	48		
Director of Bureau of Standards .....	66		

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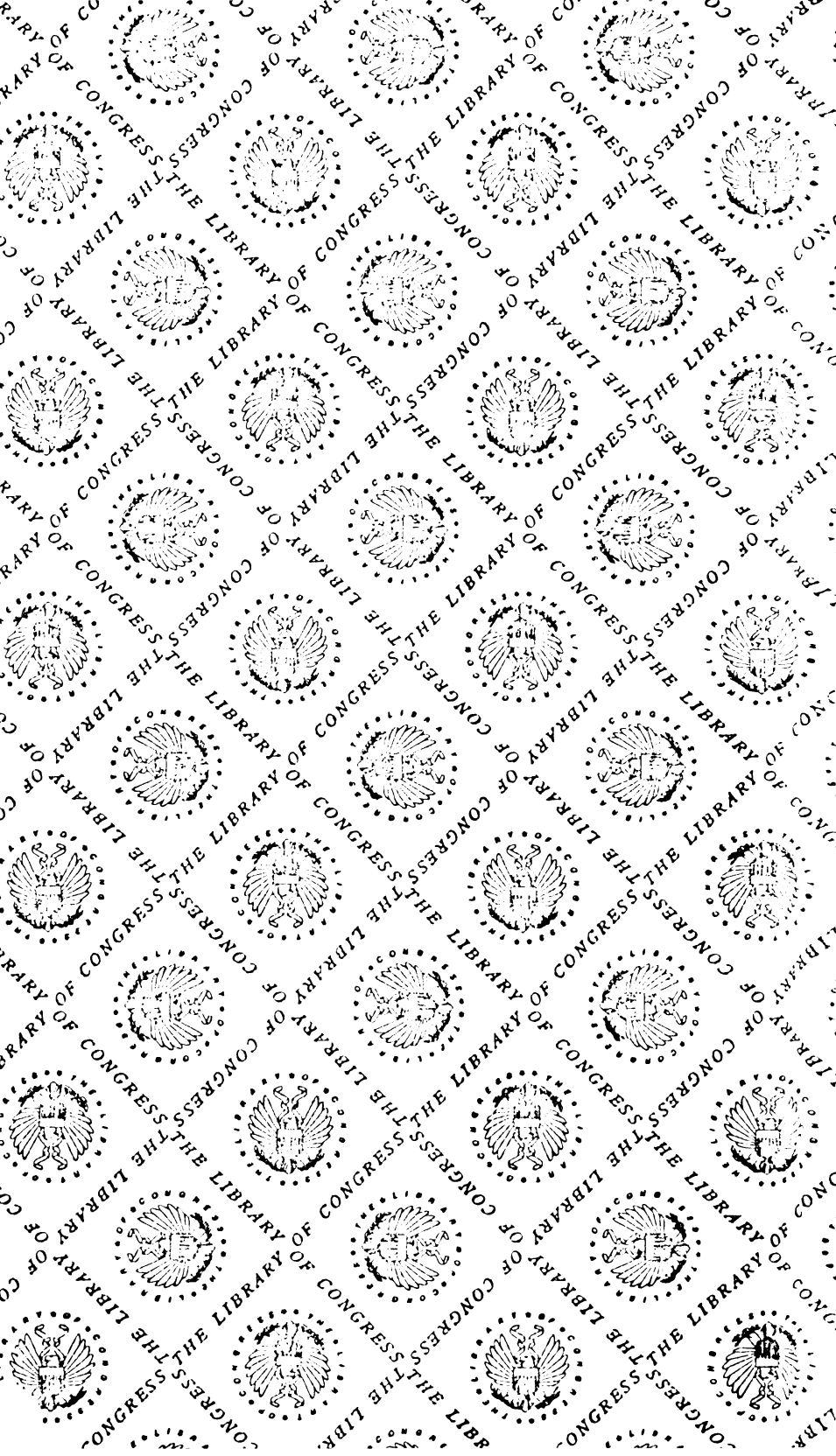
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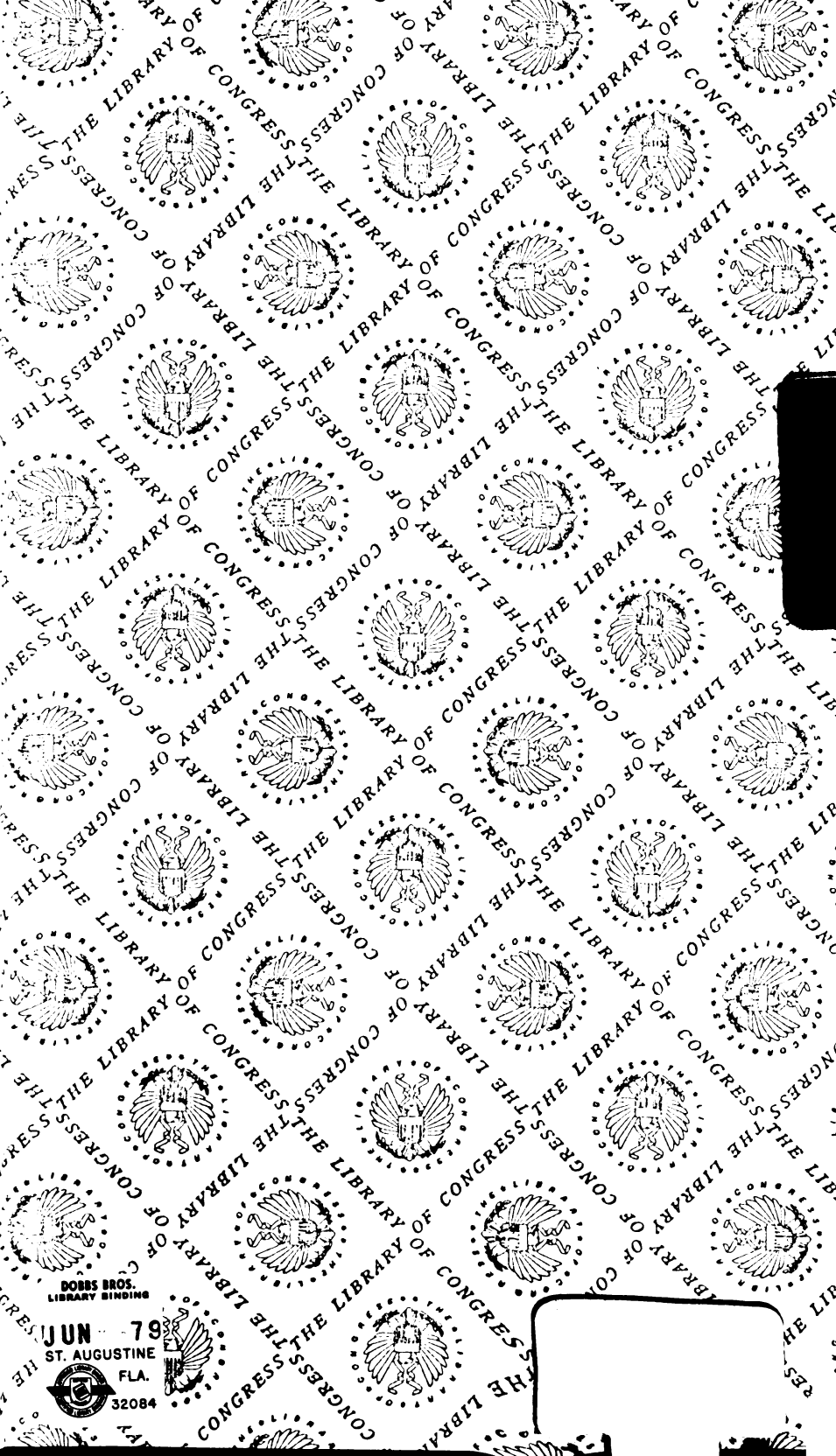












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